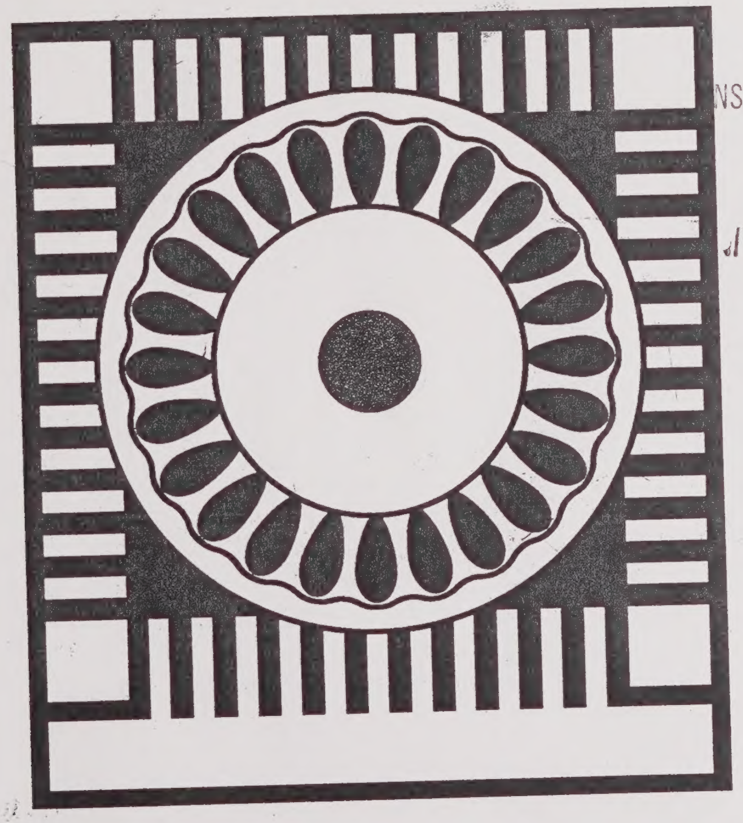
2003 0517
IGSL

CITY OF
HAYWARD



NSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY
AUG 1 6 2003
IVERSITY OF CALIFORNIA

GENERAL PLAN

filed
9-04

General Plan Revisions

(Through October 21, 2003)

1) Replace pages for Amendments/Acknowledgements, Table of Contents, List of Tables, List of Figures, and Appendices.

2) Add Housing Element Table of Contents and List of Tables at the beginning of Chapter 5, and replace pages 5-1 through 5-44 with pages 5-1 through 5-79.

3) Replace General Plan Land Use Map at the end of Appendix C (*as amended through July 15, 2003)*.

4) Replace Appendix D.

5) Replace title page for Appendix E.

6) Replace Appendices E-1, E-2, E-3, E-4, and E-5.

7) Replace Appendix I.

8) Replace Appendix O.

9) Discard title pages for Appendix P and Appendix Q.

General Plan Revisions

(Through November 5, 2002)

1) Replace Amendments/Acknowledgements sheet.

2) Replace page 3-3 & 3-4.

3) Replace page 3-23 & 3-24.

4) Discard page 3-29, *(there is no replacement).*

5) Replace page 6-7 & 6-8.

6) Replace General Plan Land Use Map, at end of Appendix C. (*as amended through 11/5/02*).

Digitized by the Internet Archive
in 2026 with funding from
State of California and California State Library

https://archive.org/details/C101729138

CITY OF HAYWARD

GENERAL PLAN

Adopted by City Council on March 12, 2002

Amended on July 16, 2002
Amended on October 29, 2002
Amended on November 5, 2002
Amended on February 25, 2003
Amended on July 15, 2003
Amended on October 21, 2003

ACKNOWLEDGEMENTS

City Council

Roberta Cooper, *Mayor*
Kevin Dowling
Olden Henson
Joseph Hilson
Matt Jimenez
Doris Rodriquez
Bill Ward

Planning Commission

Barbara Halliday, *Chair*
Edward Bogue
Jerry Caveglia
Barbara Sacks
Christopher Thnay
Robert Williams
Francisco Zermeño

City Manager

Jesús Armas

CITY OF HAYWARD
GENERAL PLAN

Table of Contents

- Preface i

- Chapter 1: Introduction 1-1

  - Regional Setting 1-1
  - Socioeconomic Overview 1-3
  - Population, Housing and Employment Forecasts 1-5

- Chapter 2: Land Use 2-1

  - Historical Overview 2-1
  - Existing Land Use and Development Potential 2-4
  - Planned Land Use: The Future and Smart Growth 2-6
  - Neighborhood Revitalization 2-7
  - Focus Areas 2-9
  - The Transformation of the Industrial Corridor 2-12

  - ***Policies and Strategies*** ***2-17***

- Chapter 3: Circulation 3-1

  - Dealing with Regional Traffic 3-2
  - Promoting Public Transit and Alternative Modes 3-7
  - Improving Local Access and Circulation 3-14
  - Funding Proposed Transportation Improvements 3-21

  - ***Policies and Strategies*** ***3-23***

- Chapter 4: Economic Development 4-1

  - Introduction 4-1
  - Land Availability and Relationship to Markets 4-3
  - Infrastructure 4-7
  - Employment Base and Local Resources 4-8
  - Financial Capacity and Development Incentives 4-13

  - ***Policies and Strategies*** ***4-17***

- Chapter 5: Housing 5-1
  - Legal Foundation of the Housing Element 5-1
  - Housing Needs and Socioeconomic Profile 5-4
  - Constraints on Housing Production 5-45
  - Regional Housing Needs Determination 5-71
  - ***Policies and Strategies*** ***5-77***
- Chapter 6: Community Facilities and Amenities 6-1
  - Schools 6-2
  - Libraries and Cultural Centers 6-6
  - Child Care Facilities 6-7
  - Parks and Recreation 6-7
  - Multipurpose Facilities 6-15
  - Historic Preservation 6-16
  - Visual Resources 6-18
  - ***Policies and Strategies*** ***6-19***
- Chapter 7: Conservation and Environmental Protection 7-1
  - Regional Open Space 7-1
  - Mineral Resources 7-5
  - Biological Resources 7-5
  - Hydrology and Water Quality 7-6
  - Geological Hazards 7-8
  - Flood Hazards 7-12
  - Hazardous Materials 7-13
  - Air Quality 7-14
  - Noise Mitigation 7-16
  - ***Policies and Strategies*** ***7-21***
- Chapter 8: Public Utilities and Services 8-1
  - Fire Protection and Emergency Response 8-1
  - Municipal Utility Systems 8-3
  - Solid Waste Management 8-7
  - Telecommunications 8-8
  - Energy Conservation 8-10
  - ***Policies and Strategies*** ***8-11***

List of Tables

Table 1-1. Forecasts of Population, Housing and Employment 1-6

Table 2-1. Urban Land and Open Space within the City of Hayward 2-4
Table 2-2. Jobs/Housing Balance in Selected East Bay Communities 2-6

Table 4-1. Change in Job Demand: 2000-2020 4-10

Table 5-1 through Table 5-56. *(See Chapter 5 for List of Tables in the Housing Element)*

Table 6-1. Hayward Area Recreation and Park District Park Acreages 6-11

Table 7-1. Air Quality Standards Violations 7-15

List of Figures

Figure 1-1. Regional Vicinity 1-2

Figure 2-1. Hayward Planning Area 2-2
Figure 2-2. Neighborhood Planning Areas 2-8
Figure 2-3. Focus Areas 2-10

Figure 3-1. Existing Traffic Volumes 3-3
Figure 3-2. Proposed Transportation Improvements 3-5
Figure 3-3. Bicycle Master Plan 3-12

Figure 6-1. Hayward Unified School District Facilities 6-3
Figure 6-2. Hayward Area Recreation and Park District Park Standards 6-8
Figure 6-3. Comparison of Parkland Acreage and Standards 6-10
Figure 6-4. Hayward Area Recreation and Park District Park Facilities 6-13
Figure 6-5. List of Historically and Architecturally Significant Buildings 6-17

Figure 7-1. Hayward Shoreline Area Land Inventory 7-2
Figure 7-2. Pleasanton Ridgelands Area (East Hills Annex) 7-4
Figure 7-3. Surface Watercourses 7-7
Figure 7-4. Regional Earthquake Faults 7-8

Figure 8-1. Fire Stations and Response Areas 8-2
Figure 8-2. Water and Sewer Service Areas 8-4
Figure 8-3. Water and Sewage Usage and Capacities 8-5
Figure 8-4. Fiber Optic Routes 8-9

Appendices

A. List of Area Plans, Specific Plans, and Master Plans
B. Demographic Profile of Hayward
C. General Plan Land Use Map
D. General Plan/Zoning Consistency Matrix
E. Vacant and Underutilized Parcels by Planned Land Use
F. Proposed Transportation Improvements
G. Traffic Analysis Results
H. ABAG Regional Housing Needs Determinations
I. Housing Programs
J. Ridgelands Area Policies
K. Special Status Species
L. Geologic and Seismic Hazards Maps
M. Noise Measurement Survey Results and Contour Maps
N. Noise Guidelines for the Review of New Development
O. Residential Energy Conservation Guidelines

PREFACE

Planning is an approach to problem solving, a process for making informed decisions about the future. Although everyone plans to some extent by trying to anticipate the consequences of possible courses of action and selecting what appears to be the best course, formal planning is usually characterized by a number of activities:

- Identifying the problems or issues;
- Analyzing them;
- Formulating goals and objectives;
- Developing and evaluating alternative courses of action;
- Selecting the preferred course of action; and,
- Monitoring implementation and adjusting plans and policies.

In practice, these activities are rarely discrete, sequential steps; they often overlap in a cyclical process in which experience provides the impetus for continuous course corrections. Like budgeting, governmental planning is also a political process for is not merely to prepare plans but to produce intelligent, informed decisions.

Role of the General Plan

In California, state law requires each city and county to adopt a general plan documenting its decisions concerning the future of the community. Preparing, adopting, and maintaining a general plan serves to:

- Identify the community's environmental, social and economic goals;
- State the local government's policies on the maintenance and improvement of existing development, and the location and characteristics of future development;
- Establish within local government the ability to analyze local conditions and to guide community development in a way consistent with local, regional, and state goals and policies;
- Provide citizens with information about their community and with opportunities to understand and participate in the planning and decision-making process of local government;
- Identify the need for and methods of improving the coordination of community development activities among all units of government; and
- Create a basis for subsequent planning efforts, such as the preparation of specific plans and special studies.

Today, a community's general plan is essentially regarded as the constitution for local development. Hayward's General Plan is in compliance with state law in that it contains all of the mandated elements as well as addressing topics of local concern.

Relationship to the City's Planning Program

The General Plan does not constitute the complete planning program of the city. Implementation of the General Plan involves the preparation of special area and district plans as well as policy statements on specific subjects. These three components of the planning program are described more fully in the following sections.

The General Plan

The General Plan is an official public document adopted by the City Council as a policy guide for making decisions concerning the development of the community according to desired goals. It is a dynamic tool that guides, evaluates, and coordinates the development and revitalization of the community. Because it is general, it continues to be useful as a development guide as the community grows and accomplishes its goals. The general plan is characterized by three significant features:

- *It is comprehensive*. The plan encompasses all geographic units of the community as well as all functional units significant to physical development for a citywide perspective.
- *It is long-range*. The plan goes beyond pressing current issues to the future shape of development some 20-25 year hence for a long-range perspective.
- *It is general*. Policies and proposals are summarized rather than being presented in detail in order to forma a general understanding of policy interrelationships.

Neighborhood and District Plans

Neighborhood and district or area plans provide a bridge between the General Plan and specific development and improvement projects. These plans analyze only a portion of the community and are often more detailed than the General Plan. These plans provide guidance for ongoing community development and facilitate coordination of programs for improvement. A list of adopted neighborhood plans and other district or area plans is provided in Appendix A.

The Neighborhood Planning Program, which was conducted over a period of 12 years and completed in 1998, involved the preparation and adoption of 16 neighborhood plans covering all of the residential and commercial areas in the city, with the exception of the Downtown and the Industrial Corridor. Each neighborhood plan provides a detailing of the General Plan through application of citywide policies to a specific area. The preparation of each plan allowed for consideration of local issues identified in the neighborhood that may not otherwise be addressed in the General Plan. These plans concentrate on short-term implementation measures, which assist in fulfilling the longer-term policies and programs of the General Plan.

Policy Statements on Specific Subjects

In addition to broad policy statements in the General Plan and the policy statements pertaining to specific districts and neighborhoods, there is a need for development of a series of community-wide statements of policy usually dealing with specific subjects. These statements are associated with more detailed studies and technical reports. They supplement and refine policies adopted as part of the General Plan or area plans. These policy statements allow the City to respond to changing conditions or needs for more specific development policies. Examples of these policy statements include facilities master plans, urban design guidelines, and capital improvement programs. A list of adopted plans and guidelines is provided in Appendix A.

1. INTRODUCTION

Hayward continues to grow, both in numbers and diversity. According to Census 2000 data, Hayward now has a population of 140,000, up from 111,000 in 1990. And our community is more diverse, with no single racial or ethnic group forming a majority of the population. With a growing, changing population, it is important to establish long-range plans for the City that accurately reflect the desired goals of the community.

This General Plan will give guidance for the physical development of the community over the next twenty years. As most of the available land in Hayward has already been developed for housing, commercial, industrial or other urban uses, the City is now focusing on maintaining and enhancing existing neighborhoods, business districts, and surrounding open space. During this General Plan revision process, the City has explored the implications of "smart growth" principles in Hayward (see Page 2-7) and crafted policies that will encourage the use of these principles in long-range planning and development over the coming twenty years.

Regional Setting

The San Francisco Bay Area is the fifth largest metropolitan area in the United States. The Bay Area's population is growing larger, older and more diverse. According to ***Projections 2000***, prepared by the Association of Bay Area Governments (ABAG), it is estimated that by 2020, about 8.0 million people will inhabit the region, an increase of 1.1 million over the population of 6.9 million residents in 2000. The population growth will mainly be due to increases in births and longer life expectancy, rather than migration. The number of people age 65 and older will increase from about 12% of the population to nearly 19% by 2020. Persons of color will comprise about 59% of all Bay Area residents, as compared to 47% in 2000.

Job growth and employment patterns in the Bay Area are undergoing significant changes both in types of jobs available and their location. The regional economy is diversifying, even as growth in the information and high technology sector remains significant. The nine-county Bay Area is expected to add more than a million jobs between 2000 and 2020. Over 50% of these jobs will be in the services sector, 19% in the manufacturing and wholesale sectors, 11% in retail, and 19% in a variety of professional jobs in the communications, insurance and real estate, and construction and transportation sectors.

While the highest rate of growth within the Bay Area will take place in the less populated counties of the North Bay, the counties of Alameda, Contra Costa, and Santa Clara will remain the region's largest populated areas. **See Figure 1-1**. More importantly, the region's growth will produce phenomenal changes in those counties adjoining the Bay Area, including triple-digit growth in counties such as San Joaquin, Stanislaus, and Merced. This growth will be fueled in part by the availability of affordable housing in those counties. As a result, many more Bay Area workers will live outside the region and

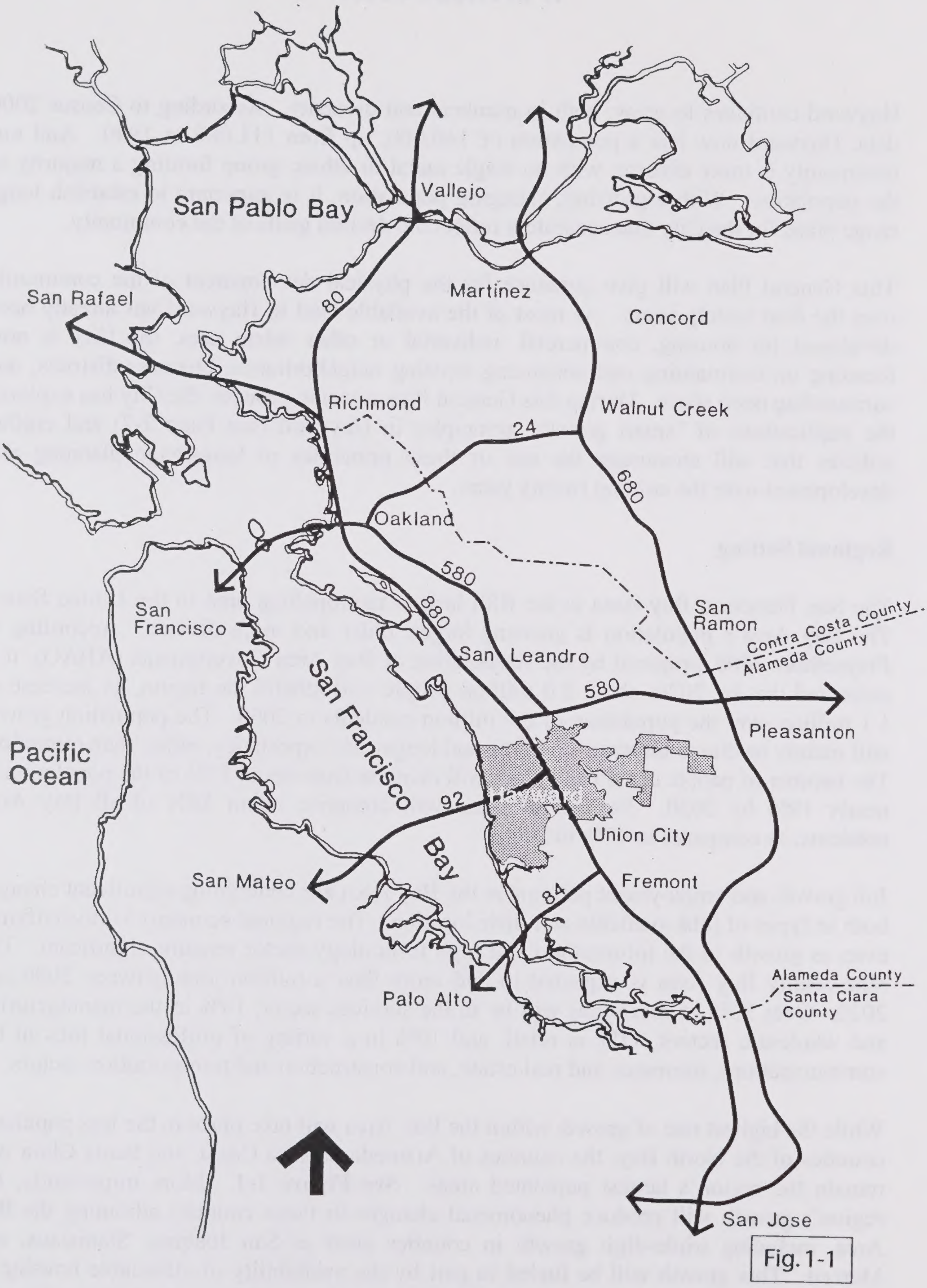

San Pablo Bay
Vallejo
San Rafael
Martinez
Concord
80
Richmond
Walnut Creek
24
680
Oakland
580
880
San Francisco
San Ramon
Contra Costa County
Alameda County
San Leandro
San Francisco Bay
580
Pleasanton
Pacific Ocean
92
Hayward
Union City
San Mateo
Fremont
84
Alameda County
Santa Clara County
Palo Alto
San Jose

Fig. 1-1

commute into Silicon Valley and other employment centers. The jobs-housing imbalance that is created will result in substantially longer commute times and increased congestion.

Existing land use policies that continue to expand job growth without commensurate household growth will force the labor supply to be imported from outside the nine-county Bay Area region. This places a strain on the region's economic health, as well as its transportation system. Increasing the region's housing stock, especially in areas closer to where jobs are produced, will help to sustain the economic prosperity the Bay Area has enjoyed for the past decade.

Socioeconomic Overview of Hayward

Population

The United States Census Bureau has released the first tabulations from Census 2000. This initial release of data contains information on the total population, race and ethnicity, and population over 18 years of age. Appendix B includes tables and charts that summarize demographic information for the City of Hayward. According to the Census Bureau, the City's total population was 140,030 as of April 1, 2000. This represents a 25% increase, or almost 29,000 people, over the population of 111,498 in 1990. It should be noted that some of the population increase (3,200) since 1990 is a result of annexations in the Happyland and Tennyson-Alquire areas. The remainder of the population increase reflects both new housing construction and various changes in household composition.

The City's population has also become more diverse. Those persons of Hispanic or Latino origin now constitute over 34% of the total population. The non-Hispanic White group accounts for 29% of the total population, while the number of Blacks increased to over 10% of the City's population. Those persons of Asian descent comprise almost 19% of the total population, while the number of Native Hawaiian and Other Pacific Islanders (now a separate category) represents 2% of the total population. For the first time, the Census also allowed persons to identify themselves as being of more than one race. As a result, almost 5% of the City's residents are now included in the new category of Two or More Races. Data on the population by age group confirms the continuing trend toward a school-age population (under 18 years of age) that is even more diverse than the general population.

Households

The total number of households as of April 1, 2000, is estimated at approximately 44,804, according to the Census Bureau. This is an increase of almost 4,700 units from 40,117 in 1990. While the number of family households increased slightly to 71% of the total households in 2000, the "traditional" family household, defined as a married couple with or without children, comprised only 50% of all households in 2000, the same as in 1990. The percentage of family households headed by either a single female or male increased from 26% in 1990 to over 29% in 2000, accounting for most of the growth in family households. Non-family households comprised approximately 29% of the total households in 2000, as compared to 31% in 1990.

Housing

According to the Census Bureau, the number of housing units totaled 45,922 as of April 1, 2000. This represents an increase of almost 4,000 units from the 42,216 units in 1990. The apparent discrepancy between the rate of population growth in relation to the increase in new housing construction is explained by the continuing increase in the average number of persons per household. According to the Association of Bay Area Governments, the estimate of average household size in Hayward has increased steadily in recent years, rising from 2.75 in 1990 to over 3.10 in 2000.

Almost one-half of the housing stock consists of single-family residences. The ratio of single-family to multi-family housing units continues to remain relatively stable, although the number of multi-family units being built per year continues to be less than the number of single-family residences being built. It is unknown whether the overall proportion of single-family homes in relation to the total number of units will remain stable; however, it is unlikely that the number of new multi-family units built will approach the high levels experienced in Hayward during the 1980's.

Income and Education

The mean household income in Hayward in 2000 is estimated at $57,900, according to the Association of Bay Area Governments. This represents an increase of over 12% from $51,500 in 1990. The mean household income for Alameda County increased from $57,200 to $66,800 during the same period. The most recent estimate of the proportion of lower-income households (those earning less than 80% of the Bay Area median) in Hayward was 46% in 1990.

The most recent data on educational attainment are from the 1990 Census. Of Hayward residents over the age of 25, approximately 17% had received a bachelor's or graduate degree, while 31 % had completed some college work. 29% had received a high school diploma, while 24% had completed some secondary or elementary schooling.

Employed Residents

An increasing number of Hayward residents are employed in "white collar" occupations. In 1990, approximately 22% of residents were employed in executive, administrative, or managerial occupations; 36.2% were employed in technical, sales, or support positions; 11% were employed in service occupations, and nearly 30% were employed in some sort of manufacturing or production occupation. In 1980, 18% of residents were employed in executive, administrative, or managerial occupations; 34.6% were employed in technical, sales, or support positions; 11.2% were employed in service occupations, and 35.3% were employed in some sort of manufacturing or production occupation. More recent data on the occupational status of employed residents are not yet available from Census 2000.

According to 1990 census data, approximately 74% of Hayward residents worked in Alameda County. Additionally, 7.8% worked in San Mateo County, 7.7% worked in San Francisco, 6.3% worked in Santa Clara County, and 3.5 % worked in Contra Costa County. The remaining handful of residents worked in Marin, Napa, or Solano Counties. Of the nearly 40,000 Hayward residents that worked in Alameda County, 43.2% worked in Hayward, 14% worked in Oakland, 9% worked in San Leandro, and 8.3% worked in Fremont. All of the remaining cities in the County each accounted for less than 4% of the workforce distribution.

Forecasts of Population, Housing, and Employment

The Association of Bay Area Governments (ABAG) updates its regional forecasts of population, housing, and employment every two years. ABAG's most recent forecasts are contained in its ***Projections 2002*** report. These forecasts are presented in five-year intervals extending to the year 2025. Projections for the City of Hayward, as well as the greater Hayward Planning Area, are presented in **Table 1-1**. The Hayward Planning Area, as defined for purposes of these forecasts, includes the City of Hayward, several pockets of unincorporated area that are surrounded, or almost surrounded, by the city limits, and the unincorporated communities of Fairview and Cherryland.

Projections for the Hayward area generally reflect trends and expectations for the region as a whole. The forecasts for the Hayward area as presented in ***Projections 2002*** reflect the short-term and long-term potential for growth and are consistent with the level of development currently permissible under the General Plan.

Population and Housing

The forecast for households reflects the overall change in the housing potential in the city. The household population will continue to rise sharply in the short-term period (2005) due to the continuing increase in the number of persons per household. Average household size is expected to peak in 2005 and remain constant until declining somewhat in 2020.

Under state mandate, ABAG has the responsibility to identify housing need targets that must be addressed in local housing elements. ABAG's forecasts served as the basis for the current round of Regional Housing Needs Determinations. These housing need determinations are separate and distinct from the Projections; however, the near-term (five-year) household growth forecast is the primary component of the housing need allocations. The Regional Housing Needs Determinations are presented in the chapter on Housing.

Employment

Actual job growth may not match the short-term forecasts given the current state of the economy. However, as the national, state and regional economies recover, it is expected

Table 1-1.

Projections 2002

Forecasts for the City of Hayward to the Year 2025

Association of Bay Area Governments

Numbers in bold are for the City of Hayward
Numbers in italics are for the Hayward Planning Area (includes Cherryland and Fairview)

Year	1990	2000	2005	2010	2015	2020	2025
Total Population	**111,343**	**140,030**	**148,100**	**150,500**	**153,400**	**156,600**	**160,300**
	131,508	*165,014*	*173,900*	*178,000*	*182,100*	*186,100*	*190,700*
Household Population	**109,986**	**137,892**	**145,600**	**148,000**	**150,800**	**154,000**	**157,600**
	129,646	*162,167*	*170,700*	*174,800*	*178,700*	*182,700*	*187,200*
Persons Per Household	**2.74**	**3.08**	**3.17**	**3.17**	**3.16**	**3.15**	**3.14**
	2.73	*3.07*	*3.13*	*3.13*	*3.12*	*3.11*	*3.10*
Households	**40,071**	**44,804**	**45,940**	**46,670**	**47,790**	**48,950**	**50,120**
	47,518	*52,743*	*54,490*	*55,780*	*57,350*	*58,820*	*60,300*
Workers Per Household	**1.39**	**1.52**	**1.54**	**1.59**	**1.64**	**1.70**	**1.76**
	1.38	*1.50*	*1.52*	*1.57*	*1.60*	*1.66*	*1.72*
Employed Residents	**55,822**	**67,883**	**70,800**	**74,400**	**78,200**	**83,000**	**88,100**
	65,668	*79,171*	*82,900*	*87,300*	*91,900*	*97,600*	*103,700*
Total Jobs	**76,440**	**86,350**	**91,050**	**96,260**	**98,730**	**103,740**	**108,830**
	79,340	*89,220*	*93,970*	*99,390*	*102,060*	*107,250*	*112,490*

Household population does not include persons in group quarters or other group living arrangements.

that the rate of job growth will increase steadily by 2010, and then remain relatively stable through 2025. The total job gain during the horizon period for the Bay Area is almost 1.0 million new jobs. Alameda County is expected to capture 24 % of the total Bay Area job growth with nearly 243,000 new jobs. Hayward should account for 9% of the total job growth within Alameda County with slightly over 22,000 new jobs anticipated by the year 2025. More detailed forecasts by job sectors are presented in the chapters on Economic Development and Housing.

2. LAND USE

The General Plan, pursuant to state law, must address all areas within the city as well as those areas beyond the city limits that are within its Sphere of Influence. The Hayward Planning Area is depicted in **Figure 2-1**. The Planning Area includes all land within the City of Hayward as well as surrounding unincorporated areas that are within the City's Sphere of Influence. These areas include the communities of Fairview and Cherryland. The Sphere of Influence, as adopted by the Alameda County Local Agency Formation Commission, recognizes areas that share a community of interest, are closely tied to the city through existing circulation patterns, currently receive some city services, or which may eventually be considered for annexation to the city.

Historical Overview

The modern City of Hayward had its origins in the 1850s during the Gold Rush. The city's site lay within the boundaries of Rancho San Lorenzo, a 17,000-acre estate granted in 1821 to the Mexican colonist Guillermo Castro. In 1854, Castro had a map surveyed for a town covering 28 blocks in the vicinity of his adobe (a site now occupied by Hayward's Historic City Hall) and began selling land to settlers. Castro also sold a large tract to William Hayward, who built a general store and lodging house at present-day A and Main Streets, near the intersection of the principal road from Oakland to San Jose and the road from the bayshore landings to the Castro and Livermore Valleys. The settlement that grew up around Hayward's Hotel became known as Haywards, later shortened to Hayward.

Rich soil and abundant water supported a prosperous farming and ranching culture in the area. Numerous farms and ranches spread across the flatlands and hills, producing grains, vegetables, fruits, dairy products, and meat. Most of these landholdings were large, ranging in size from 100 to 500 acres, with a few exceeding 1,000 acres. The premier agriculturist in the area was William Meek, who owned nearly 3,000 acres south and west of San Lorenzo Creek and Hayward, on which he pastured sheep and cultivated almonds, plums, oranges, lemons, limes, cherries, currants, wheat, oats, barley, and corn.

Railroads spurred urban and agricultural development. In 1865, a local line began service between Hayward and Alameda, where trains connected with ferries to San Francisco. This line was soon taken over by the Central Pacific, and in 1869 transcontinental trains began running through Hayward. In 1878, a second railroad began service along the bay shore, with a station at the village of Mt. Eden. By 1870, Hayward had a population of 1000 and a thriving commercial district. When Hayward was incorporated in 1876, the town plat extended east from the vicinity of present-day Mission Boulevard to Fourth Street. A Street marked the town's north boundary; E Street and Jackson Street made up the south boundary. This grid would change little over the next 30 or 40 years. During these years, Hayward remained a small mercantile town with a cannery by the tracks and a couple of thousand residents. Roads radiated out from the town into the surrounding farmland. A Street ran east and west to Castro Valley and

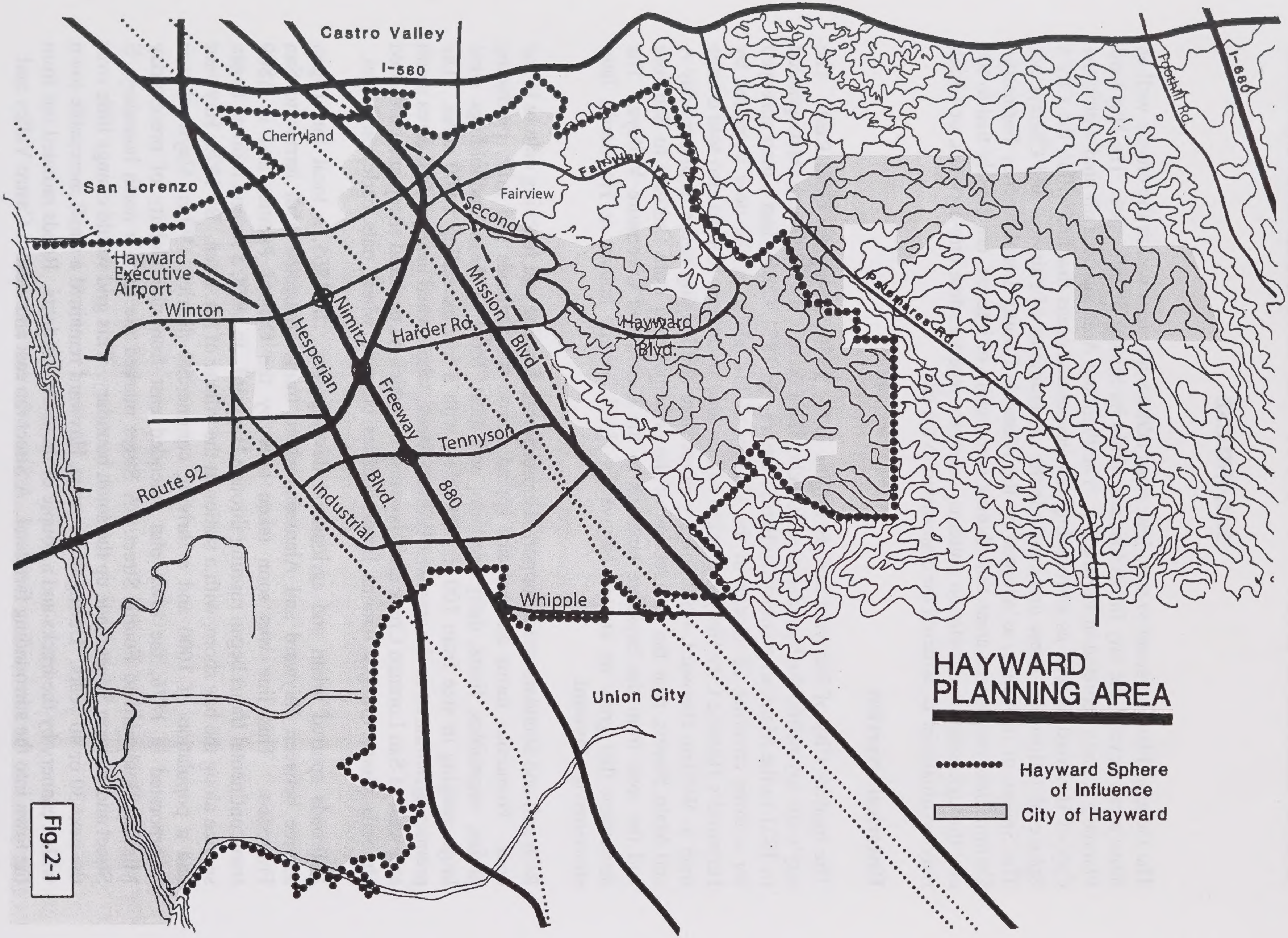

HAYWARD PLANNING AREA
Castro Valley
I-580
I-680
Foothill Rd.
Cherryland
San Lorenzo
Fairview
Fairview Ave.
Second
Mission Blvd
Palomares Rd.
Hayward Executive Airport
Winton
Nimitz
Hesperian
Harder Rd.
Hayward Blvd.
Freeway
Tennyson
Route 92
Industrial
Blvd.
880
Whipple
Union City
Hayward Sphere of Influence
City of Hayward

Fig.2-1

the bay shore; Jackson Street headed southwest to the village of Mt. Eden; Mission Boulevard ran north and south to nearby towns and cities.

The Hayward area entered a period of accelerated change in the early decades of the 20th century. A steady influx of farmers and townsfolk resulted in the gradual expansion of the town grid and the cutting up of larger farms into smaller farms. The opening of the Hayward–San Mateo Bridge in 1919 brought new prominence to the town as burgeoning numbers of automobiles passed through the area on newly improved county roads. During the prosperous 1920s, Hayward's population surged to 5,000 and new tracts pushed out the boundaries of the grid. In 1941, when the United States declared war, Hayward was still an agricultural town, with a population of about 7,000.

By 1950, with a population exceeding 14,000, the town was well on its way to becoming a city. Housing tracts had begun to appear around the fringes of the grid, and the city limits now stretched south to Tennyson Road and west to the Southern Pacific tracks. The City also annexed the new municipal airport (established during the war as a military airbase).

Explosive growth in the 1950s, facilitated by the opening of the Nimitz Freeway (Interstate I-880), brought about a five-fold increase in the city's population, which exceeded 72,000 by 1960. As vast tracts of agricultural land were annexed, pushing the city limits south to Union City and west toward the bay, farmland gave way to more subdivisions, shopping centers, and industrial parks. As a result of the post-war housing construction boom, Hayward was transformed into a suburban bedroom community.

During the late 1960s and 1970s, Hayward experienced a surge in industrial development that created numerous employment opportunities, balancing to some extent the housing that was developed earlier. To accommodate the substantial population increase and minimize the costs to extend city water, storm drain and sewer throughout Hayward, developers began to focus on creating multifamily housing. Construction of multifamily housing increased dramatically during this period and continued into the 1980s. Infill development in the form of single-family detached homes on smaller lots became the predominant type of residential development during the 1990s. Toward the end of the decade, townhouse (or single-family attached units) developments became more common, especially in the Downtown area.

Today, Hayward is a highly urbanized community, and yet still retains some aspects of the small town feeling. It also exhibits lingering characteristics of suburban sprawl. Most of the available land in Hayward has been developed for housing, commercial, industrial or other urban uses. Generalized land use is presented in Table 2-1. The City is now focusing on maintaining and enhancing existing neighborhoods, business districts, and surrounding open space. With a growing, changing population, it becomes more important to establish long-range plans for the City that accurately reflect the desired goals of the community.

Table 2-1.

Urban Land and Open Space within the City of Hayward	
Land Use Description	**Square Miles**
Urban Land *(Developed Areas)*	30 sq.mi.
Baylands *(Marshes, Salt Ponds, etc.)*	9 sq.mi.
Rangelands *(East Hills Annex)*	5 sq.mi.
Water *(San Francisco Bay)*	17 sq.mi.
Total Area within the City of Hayward	**61 sq.mi.**

Existing Land Use and Development Potential

Continuous assessment of current development trends and review of long-range forecasts is essential to attaining housing and economic development goals and objectives, as well as planning for future public facilities and service requirements.

Residential Development

More than 70% (approximately 15,000 units) of Hayward's single-family detached homes were built between 1950 and 1960. From 1960 to 1990, only 3,411 units of single-family housing were developed. Between 1990 and 2000, approximately 2,930 units of single-family housing were developed, or only 500 fewer units than the total number of units developed in the preceding thirty years.

Prior to 1960, there were relatively few (approximately 1,400) multifamily housing units in Hayward. Between 1960 and 1970 approximately 7,000 units of multifamily housing were built, and during the next two decades, approximately 10,000 units of multifamily housing were developed. Over the decade from 1990 to 2000, relatively few multifamily units were built due to changes in the federal tax code and market acceptance of single-family homes on smaller lots.

The most recent estimate of the number of housing units in Hayward is 46,345, as of January 1, 2001 (State Department of Finance). This is an increase of almost 10% from the 42,216 units in 1990. The annual average of new housing construction since 1990 is approximately 272 units; however, the annual average over the past three years is 318 units.

There is still potential for an additional 5,000 housing units based on existing General Plan policies. This number assumes that the average density of development will approximate the midpoint of the permitted density range. The estimated remaining housing potential by neighborhood is provided in Appendix E .

It should be noted that the remaining housing potential for the Hayward Highlands area incorporates the level of development approved in the amended Walpert Ridge Specific Plan. The Specific Plan allows for development of up to a total of 805 single-family homes on 310 acres and designates the remaining acreage for open space uses. Construction is underway in the Bailey Ranch portion of this area, which includes a total of 135 housing units. Hayward 1900 is allowed up to 650 housing units per its development agreement for the Blue Rock Country Club project. In the Glen Eden area, the housing potential reflects approved development applications for 537 housing units on 123 acres within the South of Route 92 Specific Plan area. Housing potential within the Downtown and Burbank areas reflects development envisioned as part of the recently expanded redevelopment area. Potential in the Mission-Foothills and Mission-Garin areas assumes future redevelopment activity along Mission Boulevard and near the South Hayward BART station. In the Mt. Eden area, the potential for housing development is dependent upon extension of urban services and annexation of county islands to the city.

Commercial and Industrial Development

The amount of new commercial and industrial space built annually in Hayward more than doubled from .58 million square feet in 1995 to 1.2 million square feet in 1998. Construction activity declined in 1999 as building permits were issued for approximately .87 million square feet. A further decline in activity was apparent in 2000 as applications were approved or pending for about .46 million square feet. According to data supplied by BT Commercial, Hayward currently has a total of 45,604,072 square feet of warehouse, manufacturing, and research and development building space. This includes 22,546,478 square feet of warehouse space, 17,744,141 square feet of manufacturing facilities, and 5,313,453 square feet of research and development space.

The city maintains a parcel-based listing of vacant and underutilized land that is available for non-residential development. Although some acreage has been added to this inventory through approval of the South of Route 92 Specific Plan, the recent surge in construction activity has reduced the supply of available land that can accommodate additional development. Recently approved development has also further reduced the availability of relatively large parcels. Refer to Appendix E.

The surge in non-residential construction activity in recent years is reflected in the increase in employment growth over the past five years. According to the Association of Bay Area Governments, total employment in Hayward was approximately 90,080 in 2000, an increase of almost 18% over the 76,440 in 1990. Employment was relatively stable in the early 1990s, even while significant job losses were occurring elsewhere in the Bay Area due to military base closures and the California recession, because of Hayward's diversified industrial base.

Jobs/Housing Balance

The Association of Bay Area Governments (ABAG), in projections prepared for the Metropolitan Transportation Commission's *Regional Transportation Plan*, identifies Hayward as an area with a surplus of jobs over housing. While this may be true when considering only the City of Hayward, the greater Hayward area has a very favorable jobs/housing balance in comparison to other communities in the Bay Area. Existing and projected ratios of jobs to housing are presented in Table 2-2.

Table 2-2.

Jobs/Housing Balance in Selected East Bay Communities

MTC Superdistrict	Employed Residents	**2000**	Jobs	Employed Residents	**2025**	Jobs
Hayward/San Leandro	154,970	1.04	160,933	192,914	1.04	201,591
Fremont/Union City	167,213	0.78	131,152	211,705	0.89	188,742
Livermore/Pleasanton	93,988	1.25	117,602	156,622	1.30	204,366
Danville/San Ramon	68,166	0.77	52,481	111,166	0.77	85,683
Oakland/Alameda	196,116	1.07	209,560	246,967	1.09	268,738
Berkeley/Albany	82,315	1.29	106,542	101,500	1.26	127,754

Metropolitan Transportation Commission: Regional Transportation Plan

Planned Land Use: The Future and Smart Growth

This General Plan will give guidance for the next twenty years, through the Year 2025. During the update of the General Plan, the City has paid particular attention to "smart growth" principles being promoted throughout the country. The term "smart growth" is touted as the approach that can resolve the problems endemic to urban sprawl. These include loss of open space and farmland, growing traffic congestion, absence of a sense of place, poor quality housing, crowded schools and air pollution resulting from auto dependence.

While there is no single definition of "smart growth" that everyone embraces, there are certain common elements. Typically, smart growth fosters development that revitalizes central cities and suburbs, supports and enhances public transit, and preserves open spaces and agricultural lands. Smart growth creates communities that are more livable by developing efficiently within the already built environment. Smart growth advocates argue that the problems of both the cities and the suburbs can be addressed through more infill development, more concentrated development and more redevelopment, especially in areas served by transit or close to major employment centers. The basic concept is to make more efficient use of existing developed areas so that the need to accommodate growth through unfettered expansion of developed area is minimized. The basic principles can be summarized as follows:

- Mix land uses
- Take advantage of compact building design
- Create a range of housing opportunities and choices
- Create walkable neighborhoods
- Foster distinctive, attractive communities with a strong sense of place
- Preserve open space, farmland, natural beauty, and critical environmental areas
- Strengthen and direct development towards existing communities
- Provide a variety of transportation choices
- Make development decisions predictable, fair and cost-effective
- Encourage community and stakeholder collaboration in development decisions

Hayward has already undertaken various planning efforts that serve to implement smart growth principles. Examples include: establishment of redevelopment areas to revitalize the Downtown as a major focal point of the city; participation in the Hayward Area Shoreline Planning Agency to plan for the protection of our bay shore; adoption of an Historic Preservation ordinance to protect historic sites and structures; and adoption of Urban Limit Lines to preserve the shoreline and the hills. This General Plan incorporates policies and strategies that will continue to encourage the use of smart growth principles in long-range planning and development over the coming twenty years. Such policies and strategies seek to reduce our dependence on the automobile, create walkable neighborhoods, make efficient use of remaining land, preserve open space, and foster distinctive neighborhoods with a sense of place.

The General Plan Land Use Map is the primary graphic representation of the written policies and strategies. Appendix C contains a detailed description of the land use designations as they appear on the Land Use Map. Appendix D provides a matrix that guides determinations of zoning consistency with the General Plan.

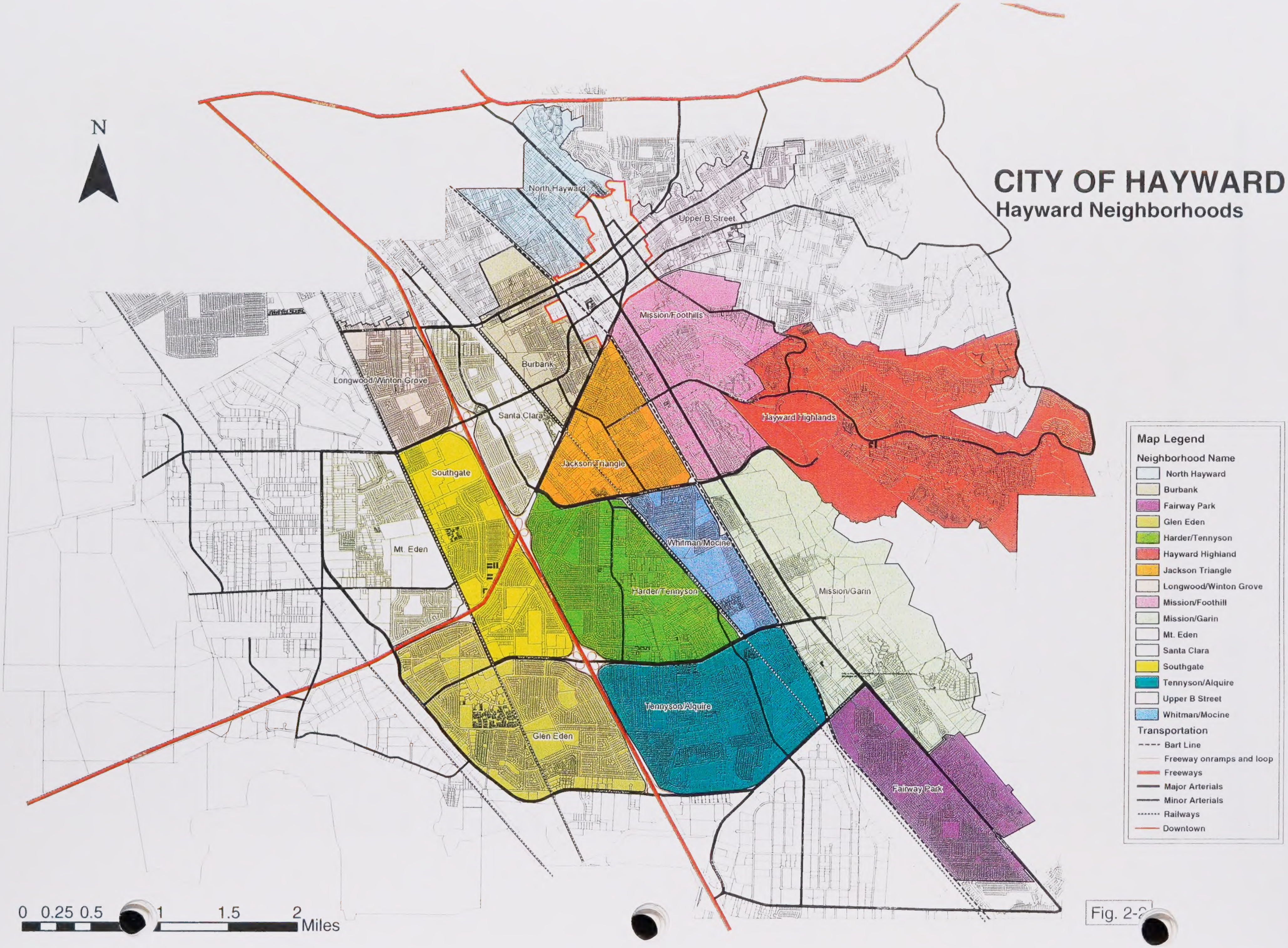
Neighborhood Revitalization

During the past 15 years, the City has undertaken the preparation of 16 neighborhood plans covering all residential and commercial areas of the city, with the exception of the Downtown area. Land use policies have been established in the respective plans and strategies for neighborhood improvements and revitalization have been developed and are being implemented. These Neighborhood Planning Areas are depicted in **Figure 2-2.**

Infill Development

Although most of the land available for housing has been developed, some vacant land remains available for residential development. In addition, some land is underutilized and may be suitable for more intensive development. Any new development must be carefully designed because the land includes either parcels already surrounded by

CITY OF HAYWARD
Hayward Neighborhoods



N
North Hayward
Upper B Street
Mission/Foothills
Burbank
Longwood/Winton Grove
Santa Clara
Hayward Highlands
Jackson Triangle
Southgate
Whitman/Mocine
Mt. Eden
Harder/Tennyson
Mission/Garin
Tennyson/Alquire
Glen Eden
Fairway Park
Map Legend
Neighborhood Name
North Hayward
Burbank
Fairway Park
Glen Eden
Harder/Tennyson
Hayward Highland
Jackson Triangle
Longwood/Winton Grove
Mission/Foothill
Mission/Garin
Mt. Eden
Santa Clara
Southgate
Tennyson/Alquire
Upper B Street
Whitman/Mocine
Transportation
Bart Line
Freeway onramps and loop
Freeways
Major Arterials
Minor Arterials
Railways
Downtown
0 0.25 0.5 1 1.5 2
Miles

Fig. 2-

existing development or parcels that may have particular physical site constraints. The types and densities of housing will vary depending on the surrounding residential character and proximity to public transit, major arterials and activity centers. These factors are also important considerations in providing for choices in housing that are affordable to households at all income levels.

Residential Densities

Smart growth principles encourage communities to meet the underlying demand for housing created by an ever-increasing population by building to higher densities in selected areas, revitalizing depressed areas, preserving meaningful open space and protecting environmentally sensitive areas. While many families continue to favor single-family homes on individual lots, smart growth recognizes that planning for growth should include planning for a wide range of housing types to suit the needs and income levels of Hayward's diverse population. The concern about higher densities in Hayward has its roots in the poorly designed, constructed and maintained multi-family projects in certain areas of the city. The undue concentration of so many multifamily units, without adequate open space, neighborhood services or transportation alternatives, has colored the perception of all multifamily housing. The reality of more recent multifamily housing shows how multifamily housing can be sited, designed and constructed to high standards. The negative perception of multifamily housing must be overcome if Hayward wants to preserve land and provide a choice of housing types to meet the needs of existing and future residents.

Neighborhood Improvements

The City has established a Neighborhood Initiatives Program, which is designed to encourage individuals and groups to join together to carry out a project of value and importance to their neighborhoods. Examples of eligible projects, which must benefit all neighborhood residents, include neighborhood clean-up, tree planting and landscaping, signage, and other neighborhood improvements. The city has been divided into four areas for purposes of allocating funding to ensure that all parts of the city have an opportunity to participate in this program. The City also has a Community Preservation and Improvement Program, which is designed to ensure that all structures and areas visible from a public street are maintained in accordance with existing codes, ordinances and regulations.

Focus Areas

The City has designated certain areas of Hayward where the implementation of smart growth principles is particularly appropriate. See **Figure 2-3**. The City has undertaken formal planning processes for all of these areas except the Industrial Corridor. In addition, the Downtown Redevelopment Area has been expanded in recent years to include all of these areas, with the exception of the Industrial Corridor. Expansion of the redevelopment area will assist efforts to revitalize these residential and commercial areas.

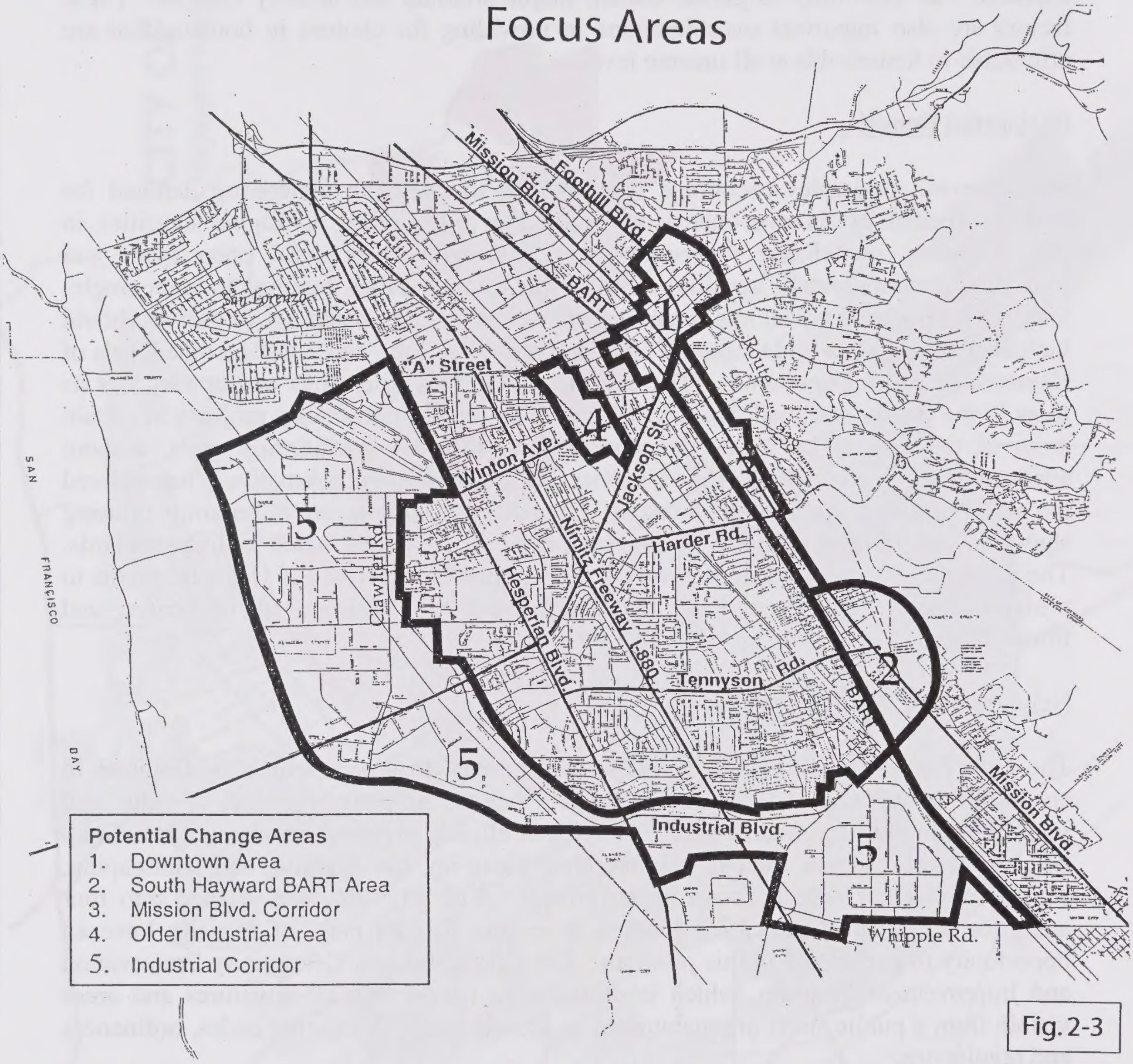

Focus Areas
Mission Blvd.
Foothill Blvd.
BART
San Lorenzo
1
Route
"A" Street
4
Winton Ave.
Jackson St.
3
5
Clawiter Rd.
Hesperian Blvd.
Nimitz Freeway I-880
Harder Rd.
Tennyson Rd.
2
BART
Mission Blvd.
5
Industrial Blvd.
5
Whipple Rd.
SAN FRANCISCO BAY
Potential Change Areas
1. Downtown Area
2. South Hayward BART Area
3. Mission Blvd. Corridor
4. Older Industrial Area
5. Industrial Corridor

Fig. 2-3

Downtown

The Downtown is changing. The new City Hall has provided a focal point of activity and a gateway to the Downtown, inviting residents and visitors to stroll from the BART station into the central business area. New commercial and residential development has revitalized the area, helping to create a vibrant and active neighborhood. In addition, the older industrial area west of the BART Station is being envisioned as the future home of offices and residences. Both Mission Boulevard and Foothill Boulevard serve as gateways to the Downtown area.

Cannery Area

With the closing of the United Can operations, the area around the old Hunts' Cannery is attracting considerable attention. The older warehouses are reaching the point of obsolescence. The City is currently reviewing a proposed design plan for the Cannery Area that envisions a new neighborhood with a mix of housing, a new community center, an expanded school and parks, and improved connections with the Downtown and the County governmental center on Winton Avenue.

Mission Boulevard Corridor

Hayward's quintessential commercial strip is soon to become the focus of renewed attention. With expansion of the redevelopment area, new tools will be available to help property owners and businesses and the city make long-desired improvements. Streetscape improvements and undergrounding utilities are high on the list. Locating auto dealers closer together and providing adequate sites for their operations is also a high priority. New housing is also envisioned in selected locations. Well-designed high-density housing clusters along Mission Boulevard would help to revitalize the area by providing needed ownership and rental housing, upgrading the appearance of the street frontage, providing a population base to support resident-serving commercial activities, and locating housing near public transit to encourage its use.

The Mission Boulevard corridor is comprised primarily of disjointed commercial clutter, in part due to annexation of developed land and the long-held conviction that major arterials are undesirable for housing and should be limited to commercial development. However, well-designed high-density housing nodes along this major thoroughfare would help to revitalize the area by providing needed ownership and rental housing, upgrading the appearance of the street frontage, providing a population base to support resident-serving commercial activities, and by locating housing near public transit to encourage its use. This type of development might provide sufficient incentive to invest in upgrading public transit systems sufficiently that there would be negligible impact on automobile trip generation. Instituting a requirement that such housing be required to include a neighborhood-serving commercial component if such services were not in walking distance could assure that cars were not essential to living there. It would also allow the City to reduce parking requirements so that more efficient use could be made of the development site. One of the greatest challenges along Mission Boulevard is to create a healthy balance between high-density housing and commercial endeavors so as to assure a high quality of life for both the residents and the businesses.

South Hayward BART Area

This area has seen considerable residential development, but not much supporting retail businesses and even less in the way of parks and other amenities. With expansion of the redevelopment area, attention will be directed at revitalization of the area. Opportunities still exist within walking distance of the BART station to accommodate "transit-oriented" development. Remaining vacant and underutilized properties, including land east of Mission Boulevard, will be evaluated as part of a plan for the area.

Industrial Corridor

For over 40 years, the industrial area in western and southern Hayward has attracted warehouse and distribution facilities due to its easy access and central location within the East Bay. Today, these same qualities, along with less expensive land, are attracting high-tech and other firms looking for alternatives to high-priced San Francisco and the Silicon Valley. New fiber optics and supporting business amenities are assisting in bringing the "new economy" to Hayward. To further aid in this transition, the City is looking at ways to better accommodate the differing needs of new campus-style high-tech uses and traditional manufacturing and warehousing uses, perhaps through the establishment of separate zoning districts.

The Industrial Corridor also includes several areas that function as important gateways to the city. The Point Eden area along Route 92 at the eastern end of the Hayward-San Mateo Bridge is attracting increased interest from the development community. The new Eden Shores complex along Hesperian Boulevard, containing a mix of mid-rise office and research and development uses, a new sports park and housing developments, will enhance that southern entry into the city. Other opportunities for more intensive development exist along Industrial Parkway on both sides of the Nimitz Freeway.

The Industrial Corridor has been the subject of particular attention during this General Plan update. This is in part due to the emergence of the "new economy" (see section on Economic Development). It also reflects the fact that while the City has conducted several planning studies for the Downtown area and completed sixteen neighborhood plans for all of the residential and adjacent commercial areas over the past decade, no comprehensive studies have been undertaken for the industrial areas of the city. A more detailed perspective on opportunities and constraints in the Industrial Corridor is presented in the following section.

The Transformation of the Industrial Corridor

The emergence of the new economy is helping to shape the significant changes taking place in the industrial areas around the western and southern edges of the city. Indeed, this transformation suggests that perhaps a new name may be appropriate for the

Industrial Corridor. The following discussion identifies opportunities and constraints that may impact the shift in emphasis from manufacturing and distribution to more research and development oriented businesses in the Industrial Corridor. With this foundation, potential strategies have been suggested for further exploration with regard to the extent of the city's role in the transformation of the Industrial Corridor.

Development Trends in the Industrial Corridor

The Industrial Corridor comprises over 3,500 acres of land along the western and southern edges of the city. Data on existing land use are provided in Appendix E. There are three distinct geographical subareas. The western portion consists of the area north of Route 92; the southwestern portion is the area between Route 92 and I-880; and the southern portion includes the area east of I-880. Approximately 2,500 acres are currently devoted to industrial uses, including the industrial park on leased land at the Hayward Executive Airport and the South Hayward BART maintenance yards. Another 600 acres are presently devoted to commercial, residential, or public and quasi-public uses, including the Hayward Executive Airport and other public utility facilities. About 400 acres are classified as vacant land. It should be noted that some of this land (perhaps as much as 100 acres) may not be suitable for industrial development.

A significant portion of the land already devoted to industrial uses may see a change to more intensive land uses based on current development trends. The 1,400 acres now occupied by warehouses or other marginal uses may be candidates for conversion or redevelopment as office or research and development space. In addition, the approximately 200 acres consumed by land-intensive uses such as wrecking yards, wholesale auto auction businesses, and trucking terminals are considered underutilized and appropriate for more intensive development.

Recent new construction activity, as well as data on conversion activity in terms of the amount of warehouse space changing to office or research and development space, indicates that the trend toward more intensive development is continuing throughout the Industrial Corridor. As a result of this trend, the average employee density is projected to increase over the next 20 years from 17 employees per acre to 19 employees per acre. Employee densities currently range from 11 per acre in the South subarea to over 21 per acre in the West subarea. Although the increment in the overall average employee density throughout the Industrial Corridor appears small, this slight rise represents the equivalent of all new development on the remaining 400 vacant acres occurring at densities of 30 employees per acre. Forecasts of the average employment density may be understated in that the increased emphasis on office and research and development space within the proposed Eden Shores business complex and other recent similar development projects is not fully reflected in the current employment projections prepared by ABAG.

The General Plan, in acknowledging the Industrial Corridor as a major change area, recognizes the potential costs in terms of accommodating increased traffic and expanding utility capacities as well as the potential economic benefits in terms of more jobs and increased tax receipts. These concerns, along with other opportunities and constraints that may be encountered in the transformation of the Industrial Corridor, are discussed in the remainder of this section and elsewhere in the relevant portions of the General Plan.

Land Use Regulations and Development Standards

Development regulations in the Industrial Corridor essentially presume and encourage a manufacturing-based economy, whereas a new approach may be warranted that better reflects the needs of the information-based economy. This is essential with regard to provisions for business parks and research and development firms. The existing provisions in the Zoning Ordinance may serve to inhibit the development of new office and research and development space as well as conversion of warehousing to this type of space. In addition, provisions in the Off-Street Parking Regulations may inhibit the ability to address parking needs associated with more intensive use of these sites. These and other related concerns are addressed below.

Multiple Zoning Districts. There is only one Industrial zoning district in the city. The Industrial District currently allows office buildings only within business or industrial parks that are 25 acres or greater in size. Although most of the Industrial Corridor is comprised of business and industrial parks, some of these parks are less than 25 acres in size. Also, office buildings cannot exceed 40 feet in height. This height limitation effectively restricts office buildings to no more than three stories. These requirements are impediments to high-tech and research and development uses. These restrictions were apparently adopted at a time when it was felt that office buildings in the Industrial Corridor would detract from efforts to attract office development in the Downtown area. With the advent of the high-technology campus style of industrial development, such conditions no longer seem appropriate in today's economic environment.

It seems appropriate, therefore, to consider the establishment of multiple zoning districts within the Industrial Corridor to better accommodate the differing needs of new high-tech uses and traditional manufacturing and warehousing uses. For example, a Business Park district could encourage offices as primary uses while requiring a use permit for warehouses or even prohibiting such uses altogether. A Manufacturing district could be structured to accommodate manufacturing facilities as well as research and development operations. A new Warehousing district could respond to the needs of wholesaling and distribution uses.

Integration vs. Separation of Land Uses. The changing economic environment, along with the possible consideration of multiple zoning districts, suggests a need to examine provisions in the zoning ordinance regarding the separation of land uses. On the one hand, many of the businesses that use hazardous materials are located in the Industrial Corridor. For example, high-tech businesses such as computer chip manufacturers and, to a lesser extent, some biotech industries, use highly toxic or corrosive gases. These particular classes of hazardous materials, if not properly stored, handled, and monitored, can pose a threat to the community. The separation of these industrial uses from adjacent residential uses makes it easier for emergency responders to mitigate and evacuate a hazardous situation. On the other hand, as portions of the Industrial Corridor are developed with more intensive uses, the increase in employee densities may result in a need for child-care facilities in closer proximity to the workforce. Such uses currently are prohibited in the Industrial District due to concerns about safety and land use compatibility. Perhaps there are portions of the Industrial Corridor, such as the newer business parks, where these facilities could be located and pose little or no safety risks.

Parking Requirements. Parking issues arise as more intensive development occurs in the Industrial Corridor. Parking requirements for warehouse uses are obviously much less than those for more intensive uses. This situation often inhibits the conversion of warehouse space to office and research and development uses. There are several approaches that might address this problem. Higher parking ratios could be required for all new buildings so as to facilitate conversion at a later date. Or, perhaps an overlay district could be applied to certain areas to address parking issues, including those related to conversion of warehouses to more intensive uses. In addition, it may be desirable to explore with industrial park owners the possibility of allowing on-street employee and visitor parking (no trucks) within some of the business and industrial parks.

Minimum Parcel Size. It may also be appropriate to consider increased minimum parcel sizes for certain types of industrial development. The minimum lot size in the Industrial District is currently 10,000 square feet. However, lots this small are not conducive to manufacturing or research and development operations. Perhaps the city should consider prohibiting the subdivision of industrial land into parcels of less than one acre.

Fire Protection and Hazardous Materials

Retrofitting Buildings. A frequent challenge posed to high-tech businesses wanting to locate in pre-existing buildings is the renovation of structures to meet current building and fire code requirements. This is particularly difficult when moving into some of the older multi-tenant warehouse buildings in Hayward, some of which are located in the Industrial Corridor. In addition, there often are issues related to transforming even newer or brand new buildings to meet the specialized needs of high-tech industries. Some of these buildings, originally built as speculative warehouses, could be retrofitted to more intensive uses.

Contaminated Sites. The City keeps track of all facilities in Hayward that handle hazardous materials or generate, store or treat hazardous waste. A review of the list of contaminated sites shows that there are approximately 175 contamination cases within the Industrial Corridor, 74 of which have been closed by the Regional Water Quality Control Board. Of the 101 open cases, 6 are in unincorporated Alameda County areas. The 95 open cases within the city limits consist of 64 underground storage tank cases (UST) and 31 other cases not directly linked to releases from underground storage tank systems. The City, as agents of the Regional Board, is the lead agency in Hayward for UST cases only. Non-UST cases are normally referred to the Regional Board. The 64 UST cases in the Industrial Corridor that are within the city limits include 4 that are within the Hayward Executive Airport property. Twenty-five of these open UST cases are associated with commercial fueling stations and fueling operations for warehousing, distribution, and trucking facilities.

The contamination cases more difficult to investigate, characterize, and remediate are those that involve industrial solvents which affect not only soils but groundwater as well. These solvents travel readily in groundwater over long distances. The California Regional Water Quality Control Board is currently overseeing the investigation and cleanup of these cases in Hayward.

Annexation of Unincorporated Islands

There are pockets of unincorporated area within and adjacent to the Industrial Corridor that contain parcels that are underutilized or developed with marginal uses. Annexation of these unincorporated islands, located along Depot Road and in the Mt. Eden area, including Dunn Road and Saklan Road, will be necessary to realize the full development potential of these areas. It is appropriate to evaluate the merit of annexing these areas into the city.

LAND USE POLICIES AND STRATEGIES

Balance of Land Uses

1. Employ sound planning principles to promote a balance of land uses and achieve a vibrant urban development pattern that enhances the character of the city.

1. Seek to achieve an improved balance between jobs and housing in the Hayward planning area.
2. Assure adequate infrastructure capacities to accommodate planned growth.
3. Maintain an adequate supply of land designated and zoned for residential use at appropriate densities to meet housing needs, consistent with the objective of maintaining a balance of land uses.
4. Promote mixed-use development where appropriate to ensure a pedestrian-friendly environment that has opportunities such as housing, jobs, child care, shopping, entertainment, parks and recreation in close proximity.

Transit-Oriented Development

2. Support higher-intensity and well-designed quality development in areas within ½ mile of transit stations and ¼ mile of major bus routes in order to encourage non-automotive modes of travel.

1. Encourage mixed-use zoning that supports integrated commercial and residential uses, including live-work spaces, in activity centers and along major transit corridors.
2. Encourage high-density residential development along major arterials and near major activity or transit centers, and explore the establishment of minimum densities in these areas.
3. Consider shared parking arrangements for mixed-use developments within the Downtown area and along major arterials.
4. Encourage design that orients development to the transit station and facilitates the use of transit.

Downtown Area

3. Maintain the Downtown as a focal point for the City so that it continues to express the City's history, provides a venue for cultural vitality, and retains its role as a center for social, political, and other civic functions

1. Continue to implement the Downtown Design Plan and the Core Area Specific Plan.
2. Emphasize making the downtown a focal point for the City within a pedestrian-friendly environment.
3. Recognize the importance of continuous retail frontage to pedestrian shopping areas by discouraging unwarranted intrusion of other uses that weaken the attractiveness of retail areas; encourage residential and office uses to locate above retail uses.
4. Encourage both commercial and residential development in the area surrounding the Downtown BART Station.
5. Encourage residential development in the downtown area to increase market support for business and to extend the hours of downtown activity.

Cannery Area

4. Seek implementation of the Cannery Area Design Plan.

1. Work with the private sector to redevelop older industrial parcels in the former Hunt's Cannery area into a new residential neighborhood with expanded school and park facilities.
2. Encourage commercial office development on the older industrial parcels west of the Downtown BART Station, and promote high density residential development around the perimeter as a buffer with the surrounding neighborhood.
3. Encourage residential development, including live-work spaces, on industrial properties west of the railroad tracks south of West A Street in a manner that is compatible with the adjacent neighborhood.
4. Encourage additional retail development on properties along Hathaway Avenue when existing manufacturing uses are no longer viable.

Mission/Foothill Corridor

5. Promote transit-oriented development in the Mission/Foothill Corridor in order to help relieve regional congestion and create a distinctively attractive commercial boulevard.

1. Create a more transit-oriented environment by encouraging a balance of land uses, including a mix of commercial and residential uses.
2. Seek to concentrate new car dealerships within Auto Row and buffer surrounding uses as appropriate.
3. Encourage the location of university-oriented retail and entertainment uses within the community.
4. Work to develop enhanced transit opportunities along Mission Boulevard that serve the two Hayward BART stations and California State University-Hayward.

South Hayward BART Station Area

6. Seek to integrate greater intensity of development and enhance the surrounding neighborhood within ½ mile of the South Hayward BART Station.

1. Develop a conceptual design plan for the South Hayward BART Station area to determine appropriate land use and infrastructure needs
2. Create opportunities to integrate mixed-use development in the South Hayward BART Station vicinity to achieve a balance of land uses.
3. Provide park and recreational facilities to support existing and planned residential development.

Business and Technology Corridor

7. Promote the transition from a manufacturing-based economy to an information-based economy in the industrial areas.

1. Consider adoption of multiple zoning districts that provide for concentration of similar types of uses such as manufacturing, warehouse/distribution, or research and development/office uses.
2. Identify specific sites or opportunity areas for highly desirable uses that enhance the tax base.

3. Provide for supporting commercial uses, such as restaurants, business services and heavy commercial uses, consistent with the function of newly created zoning districts.
4. Consider allowing childcare facilities within areas zoned for research and development or office uses.
5. Pursue implementation of proposed circulation improvements through adoption of an assessment district or other funding mechanisms.

Infill Development

8. Promote infill development that is compatible with the overall character of the surrounding neighborhood.

1. Encourage visual integration of projects of differing types or densities through the use of building setbacks, landscaped buffers, or other design features.
2. Consider modifications to design guidelines and regulations that provide for flexibility in the review of residential additions while maintaining the integrity of the neighborhood.
3. Ensure that design guidelines reflect concerns about the preservation of viewsheds.
4. Promote walkable neighborhoods by encouraging neighborhood-serving commercial activities within residential areas.
5. Encourage development that is designed to provide direct pedestrian connections between housing and supporting activities.

Hillside Development

9. Design hillside development to be sensitive to the maintenance of a natural environment through retention of natural topographic features such as drainage swales, streams, slopes, rock outcroppings, and natural plant formations.

1. Consider revisions to the grading ordinance in order to prohibit or limit development on slopes of specified gradients.
2. Avoid development on unstable slopes, wooded hillsides, and creek banks.

3. Respect natural topography in street layouts and require streets to be only as wide as necessary for public safety and traffic flow in order to minimize grading and disruption of ground cover.

4. Respect natural contours in the siting of development; structures on ridges should be landscaped so as to blend with the hill form and building height and location should be adjusted to retain views where feasible.

5. Densities of development in the hill area should feather out to very large lot development near the Urban Limit Line to provide for appropriate transition to permanent open space.

Urban Limit Lines

10. Maintain Urban Limit Lines in order to retain an attractive, natural setting and foster a distinctive sense of place.

1. Preserve existing urban limit lines that have been established in the hill area and along the shoreline.

2. Cooperate with adjacent cities and Alameda County to protect the permanence of open space designations.

3. Prohibit new water hook-ups, roads, or other infrastructure (except as required for regional park, low intensity recreation and agricultural uses) beyond the urban limit line.

City Boundaries

11. Seek to achieve more congruous boundaries to provide for the efficient delivery of public services and to create a greater sense of community.

1. Evaluate annexing unincorporated islands and adjoining urbanized county areas within the Sphere of Influence in light of desires of affected residents and fiscal impacts on the city.

2. Continue to pursue joint planning and review of proposed developments with Alameda County for remaining unincorporated areas within the Sphere of Influence.

3. Retain the East Hills Annex to facilitate interjurisdictional planning for the Pleasanton Ridgelands (also see Ridgelands Area Policies in the Appendix).

3. CIRCULATION

Introduction

The Circulation Element discusses and analyzes the movement of people and goods through and around the city. The focus is on the system of freeways, local roads, bus and rail transit, and bicycle and pedestrian routes to determine the most effective design possible while enhancing the community and protecting the environment.

State law recognizes that circulation and land use are closely related and requires that policies in the Circulation Element and Land Use Element complement and support each other. The policies and strategies should demonstrate a balance between land uses and the transportation facilities that serve them. Within the larger context of the General Plan, the circulation policies are also interwoven with economic, housing, open space, air quality, noise, and safety policies.

The Circulation Element focuses on citywide issues concerning the roadway network, transit system, bicycle facilities, and pedestrian circulation. Bicycle facilities are addressed in more detail in the Bicycle Master Plan, which was updated and adopted in early 1997. Recreational trails, including bikeways and pedestrian pathways, are addressed in the Open Space Element. In addition, more detailed discussion and specific recommendations concerning neighborhood circulation issues may be found in the sixteen neighborhood plans prepared as part of the City's Neighborhood Planning Program. Airport development and operations at the Hayward Executive Airport are discussed in the Airport Master Plan.

Major issues in the Circulation Element have been grouped into the following broad categories:

- Dealing with regional traffic on freeways and major arterials;
- Promoting public transit and alternative modes of transportation;
- Improving local access and circulation within the City of Hayward; and
- Funding the proposed transportation improvements.

Dealing with Regional Traffic on Freeways and Major Arterials

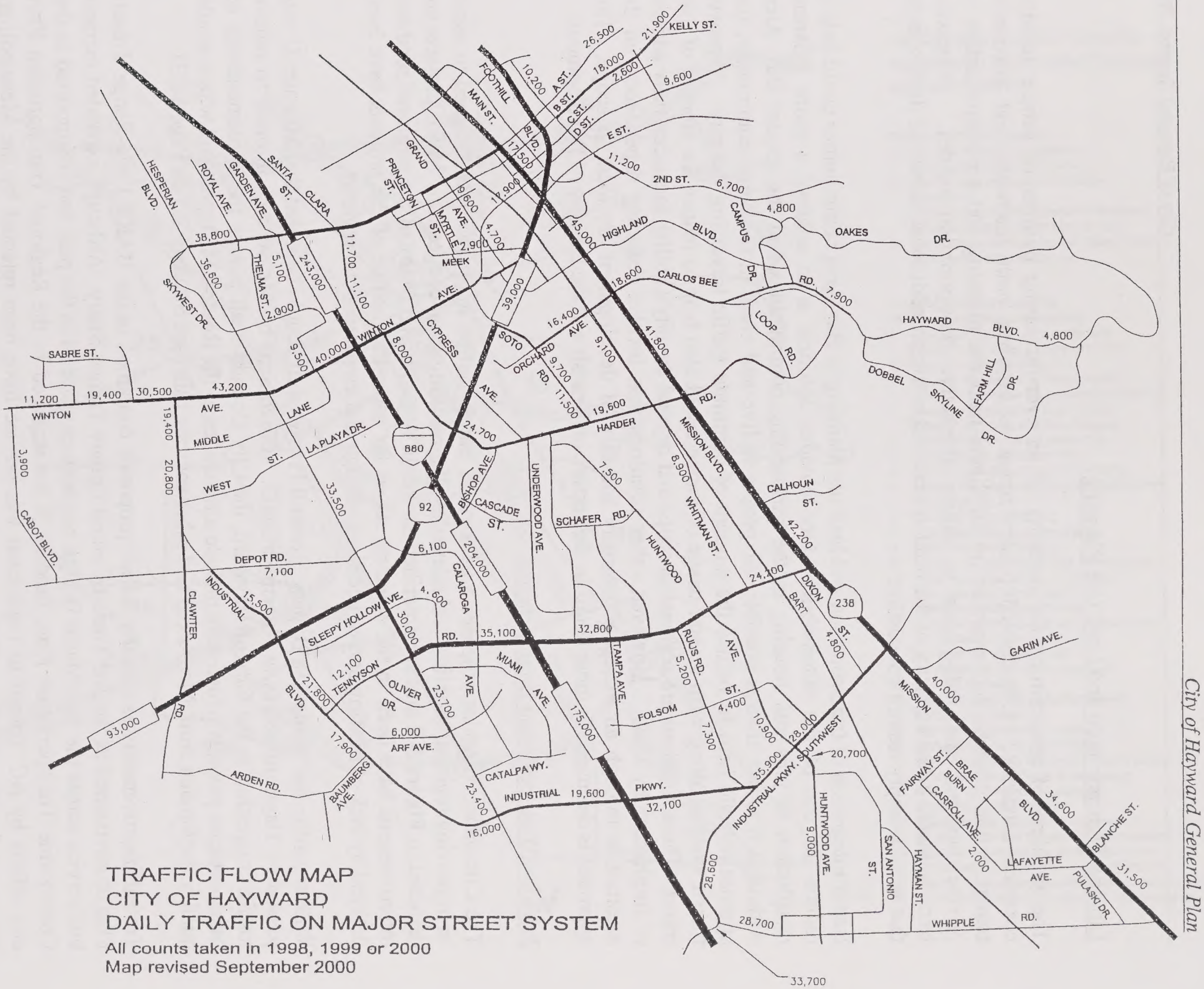
Hayward is often described as the "Heart of the Bay." In addition to its central geographic location within the San Francisco Bay area, the city is a major crossroads of the Bay Area in terms of the regional transportation network. Three interstate highways (I-880, I-580, I-238) and three major state highways (Routes 92, 185 and 238) affect travel patterns within and around the city. Two BART lines (Fremont-Richmond and Fremont-Daly City/Colma) pass through the city, while a third line (Dublin/Pleasanton-Daly City/Colma) is in close proximity. The Amtrak Capitol Corridor line runs through Hayward with a stop at B Street and Meekland Avenue, which enhances the role of the Downtown Hayward BART Station as a significant intermodal transfer station.

Regional growth projections prepared by the Association of Bay Area Governments indicate that in addition to growth in Alameda County, Silicon Valley will continue to show significant gains in employment and the Tri-Valley and Central Valley areas will continue to add substantially more housing units, all of which will continue the existing regional imbalance in the distribution of jobs and housing.

In 1990, about 40 percent of the residents in the Hayward/Castro Valley/San Leandro area also worked in the area. The major destination for out-commuters was Oakland/Berkeley. Major increases are projected in the future in out-commuting to San Mateo County, Fremont and the South Bay area. About 50 percent of the jobs in the Hayward/Castro Valley/San Leandro area were filled by in-commuters. In 1990 major origins for in-commuters to Hayward were Oakland/Berkeley and the Fremont area. Major increases are projected in the future for in-commuting from Oakland/Berkeley and Contra Costa County, as well as San Joaquin County.

Hayward's central location within the regional transportation network, in combination with the imbalances in the growth of jobs and households throughout the Bay Area, have contributed to the significant amount of regional or through traffic congesting area highways, primarily during the peak commute hours, and spilling over onto city arterials and into residential neighborhoods. This congestion causes unwilling expenditure of time and exposure to potential traffic problems. It restricts immediate access to shopping, jobs, commerce, educational, cultural and recreational resources and thereby diminishes the economic and social potential of the city. It also amplifies noise and air quality problems which adversely affect public health and the environment.

The amount of regional traffic traversing the Hayward area is reflected in the existing average daily traffic volumes on area freeways and city arterials. See **Figure 3-1**. It is important to note that external traffic (regional through traffic that does not have an origin or destination in Hayward) contributes as much as 25%-30% of the peak hour traffic on some of the major arterials in Hayward. As a result, it is readily apparent that the city's ability to reduce local traffic congestion is inextricably linked to its success in enlisting the cooperation of surrounding jurisdictions in dealing with regional traffic.


KELLY ST.
21,900
26,500
18,000
2,600
9,600
10,200
A ST.
B ST.
C ST.
D ST.
E ST.
FOOTHILL
BLVD.
MAIN ST.
17,500
11,200
2ND ST.
6,700
4,800
CAMPUS
DR.
OAKES
DR.
HIGHLAND
BLVD.
45,000
CARLOS BEE
RD.
7,900
18,600
LOOP
RD.
HAYWARD
BLVD.
4,800
DOBBEL
SKYLINE
DR.
FARM HILL
DR.
41,800
HESPERIAN
BLVD.
ROYAL AVE.
GARDEN AVE.
SANTA
ST.
CLARA
GRAND
PRINCETON
ST.
9,600
AVE.
MYRTLE
ST.
2,900
4,700
11,900
38,800
36,600
SKYWEST DR.
THELMA ST.
5,100
2,000
243,000
11,700
11,100
MEEK
AVE.
39,000
16,400
AVE.
ORCHARD
9,100
SOTO
RD.
9,700
11,500
CYPRESS
AVE.
WINTON
40,000
9,500
8,000
SABRE ST.
11,200
19,400
30,500
43,200
WINTON
AVE.
LANE
MIDDLE
19,400
20,800
3,900
LA PLAYA DR.
ST.
WEST
880
24,700
19,600
HARDER
RD.
MISSION BLVD.
8,900
WHITMAN ST.
CALHOUN
ST.
42,200
BISHOP AVE.
CASCADE
ST.
UNDERWOOD AVE.
7,500
SCHAFER RD.
HUNTWOOD
92
33,500
CABOT BLVD.
DEPOT RD.
7,100
6,100
204,000
CALAROGA
24,200
DIXON
BART
ST.
4,800
238
INDUSTRIAL
15,500
CLAWITER
SLEEPY HOLLOW AVE.
4,600
30,000
RD.
35,100
32,800
RUUS RD.
5,200
AVE.
GARIN AVE.
TAMPA AVE.
MIAMI
AVE.
40,000
MISSION
12,100
TENNYSON
OLIVER
DR.
23,700
AVE.
21,800
BLVD.
ST.
4,400
FOLSOM
7,300
10,900
175,000
28,000
INDUSTRIAL PKWY. SOUTHWEST
20,700
93,000
RD.
6,000
ARF AVE.
17,900
CATALPA WY.
35,900
FAIRWAY ST.
BRAE
BURN
CARROLL AVE.
BLVD.
34,600
BLANCHE ST.
ARDEN RD.
BAUMBERG
AVE.
23,400
INDUSTRIAL
19,600
PKWY.
32,100
16,000
INDUSTRIAL PKWY.
HUNTWOOD AVE.
9,000
SAN ANTONIO
ST.
HAYMAN ST.
2,000
LAFAYETTE
AVE.
PULASKI DR.
31,500
28,600
28,700
WHIPPLE
RD.
33,700

TRAFFIC FLOW MAP
CITY OF HAYWARD
DAILY TRAFFIC ON MAJOR STREET SYSTEM
All counts taken in 1998, 1999 or 2000
Map revised September 2000

Fig.3-1

Linking Transportation and Land Use Planning

The problem of maintaining the mobility of an ever-increasing number of people requires complex solutions. Coordinated public action to improve both roadways and alternative transportation must be accompanied by intelligent land use planning and supportive action by private business and individuals to utilize alternative transportation modes. Otherwise, improvements in the capacity of the road system might trigger additional dispersed development that would simply restore congestion.

Better integration of transportation and land use planning in Bay Area communities could help to reduce the use of the automobile. One obvious solution is to achieve a more balanced distribution of jobs and housing in the surrounding communities and the greater Bay Area. Although it is not always possible for people to live and work in the same community, this approach would help to reduce the amount of commute traffic traversing the city. Improved transit systems along with greater usage of transit could also help to reduce the amount of auto travel. These solutions are regional in scope and beyond the city's ability to successfully address or implement by itself. However, other solutions that involve reducing dependency on the automobile through an increased intensity and mix of development are local in scope. This approach is discussed in more detail in the section on Transit and the Density of Development.

Proposed Transportation Improvements

The Circulation Element proposes a package of transportation improvements designed to assist in improving regional mobility and alleviating the resulting local congestion. Major projects are depicted in **Figure 3-2** and are described further in Appendix F. Many of the proposed roadway improvements have been in the planning stages for some time; some of the projects have been delayed by lack of funding and/or additional design and environmental reviews.

With regard to the Route 238 Bypass (Foothill Freeway), it should be noted that Measure U was passed by Hayward voters in November 2002. As required by Measure U, in order to relieve traffic congestion in the City of Hayward, the City Council shall pursue the implementation of transportation projects which may include alternatives to the Route 238 Bypass and which would qualify for funding from Measure B and other sources. (also see Strategy 2.3 on Page 3-23)

Transit improvements essentially reflect proposals contained in the BART Long-Range Transit Plan or envisioned in the AC Transit Central County Transit Study. Although expanded express bus service across the San Mateo Bridge has been envisioned in the past and is supported in the Countywide Transportation Plan, funding is not included in the Regional Transportation Plan and efforts by AC Transit to implement this service have been rejected by the Metropolitan Transportation Commission. This proposal and other transit enhancements are discussed in more detail under the section on Promoting Public Transit and Alternative Modes of Transportation.

CIRCULATION ELEMENT UPDATE

PROPOSED TRANSPORTATION IMPROVEMENTS

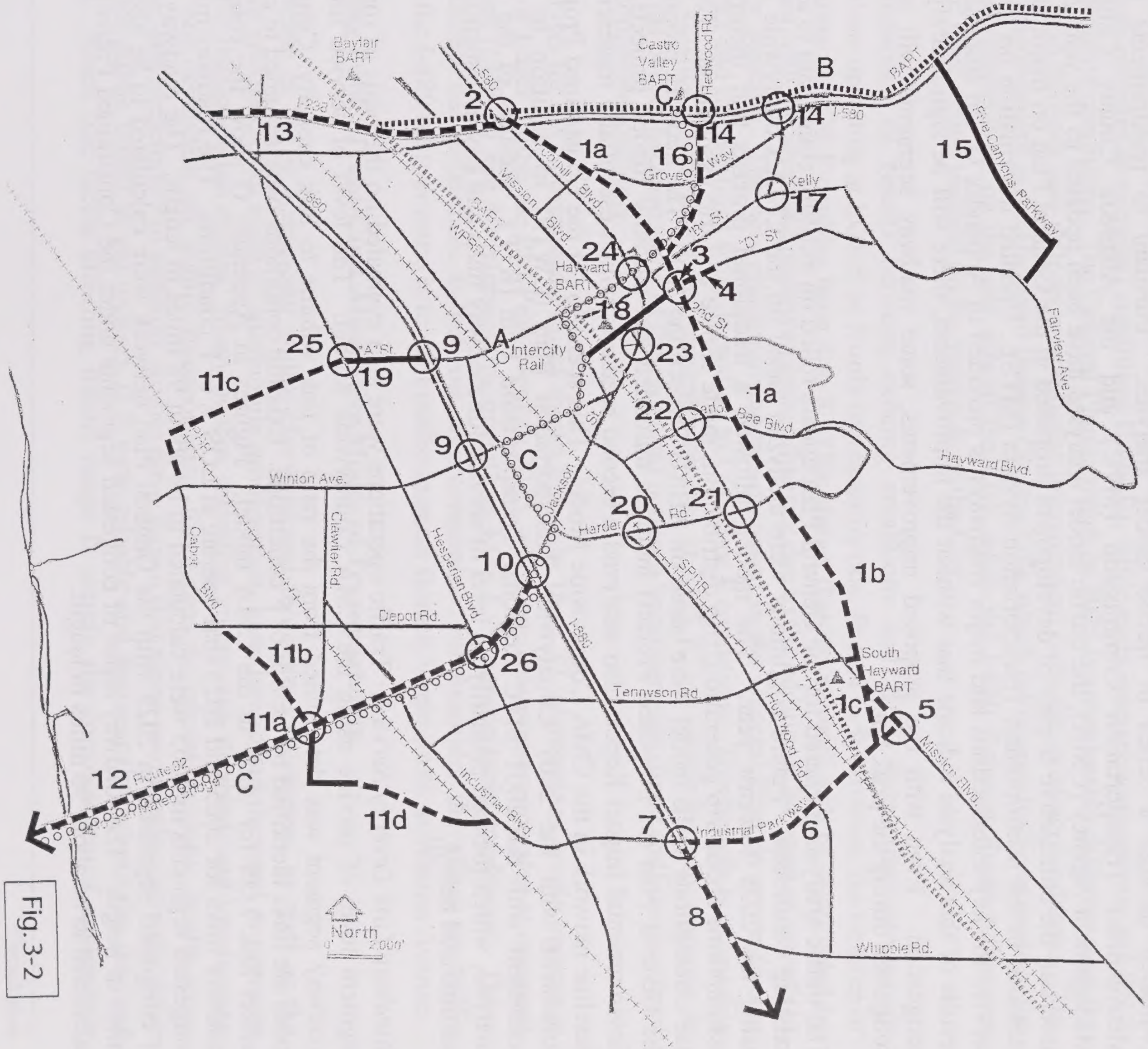

Bayfair BART
Castro Valley BART
Redwood Rd.
B
C
BART
I-580
I-238
I-880
2
13
1a
16
14
14
15
Five Canyons Parkway
Grove
Way
Kelly
17
Foothill Blvd.
Mission Blvd.
BART
WPRR
"B" St.
"D" St.
3
4
24
Hayward BART
18
2nd St.
23
25
"A" St.
9
A
Intercity Rail
19
11c
1a
22
Carlos Bee Blvd.
Hayward Blvd.
Fairview Ave.
9
C
Winton Ave.
Jackson St.
20
Harder Rd.
21
10
1b
Cabot Blvd.
Clawiter Rd.
Hesperian Blvd.
SPRR
I-880
Depot Rd.
11b
26
South Hayward BART
Tennyson Rd.
1c
5
11a
Huntwood Rd.
12
Route 92
San Mateo Bridge
C
11d
Industrial Blvd.
7
Industrial Parkway
6
Mission Blvd.
8
North
0' 2,000'
Whipple Rd.

Fig. 3-2

TRANSIT IMPROVEMENTS

(See text for detailed description)

- A Intercity Rail Station (completed)
- B Dublin/Pleasanton BART Extension (completed)
  Warm Springs BART Extension (not shown)
  West Dublin BART Station (not shown)
- C Express Bus Service between Castro Valley BART and San Mateo County

ROADWAY IMPROVEMENTS

(See text for detailed description)

- 1 Route 238 Bypass - 6 Lane Freeway
  Phase 1: Construct 4-lane Expressway
- 1a Stage 1 - I-580 to Harder Rd.
- 1b Stage 2 - Harder Rd. to Tennyson Rd.
- 1c Stage 3 - Tennyson Rd. to Industrial Parkway
  Phase 2: Upgrade to 4-lane Freeway
  Phase 3: Upgrade to 6-lane Freeway
- 2 I-580 WB Flyover to SB Route 238
- 3 "D" St. Ramps and Connectors
- 4 "D" St. Extension - Phase III Widening
- 5 Mission Blvd./Industrial Parkway Intersection Spot Widening
- 6 Industrial Pkwy. Widening
- 7 I-880/Industrial Pkwy. Interchange
- 8 I-880 Widening (Phase IV)
- 9 I-880/"A" St. and Winton Ave. Interchanges
- 10 I-880/Route 92 Interchange Upgrade (with access to Winton Ave.)
- 11 I-880/Route 92 Reliever Route:
  - a Clawiter/Whitesell/Route 92 Interchange;
  - b Whitesell St. Extension;
  - c West "A" St. Extension;
  - d Arden Rd. Extension (completed)
- 12 Route 92 Widening
- 13 I-238 Widening (with added truck lanes)
- 14 I-580 On/Off Ramps
- 15 Five Canyons Parkway (completed)
- 16 Redwood Rd./"A" Street Widening
- 17 "B" St./Center/Kelly Intersection Improvements
- 18 "D" St. Extension (Phase II) (completed)
- 19 West "A" St. Widening (completed)
- 20 Harder Rd. Grade Separation
- 21 Mission/Harder Intersection Improvements
- 22 Mission/Carlos Bee Intersection Improvements
- 23 Mission/Foothill/Jackson Grade Separation
- 24 "A" Street/Foothill Intersection Improvements
- 25 West "A" Street/Hesperian Intersection Improvements
- 26 Hesperian Blvd./Route 92 EB Ramp Improvements

Existing and Future Conditions

Although no major changes to the proposed transportation network are envisioned as part of this General Plan Revision process, it has been necessary to update information on existing and future traffic conditions in order to reflect changes that have occurred since the previous revision of the Circulation Element in 1998. The set of proposed transportation improvements has been evaluated through a series of traffic model analyses. Pursuant to requirements of the Metropolitan Transportation Commission (MTC) and the Alameda County Congestion Management Agency (CMA), the traffic model analyses have been updated to the year 2025 to ascertain the cumulative impact of development proposed in the General Plan on major arterials included in the Metropolitan Transportation System (MTS). Updated information on levels of service for key intersections and major roadways is provided in Appendix G. In summary, the results of this analysis indicate that without the improvements, there will be significantly more congestion. Even with the proposed improvements, some roadway segments will still be congested during the peak hour.

The traffic analysis prepared for the General Plan update relied on existing count data to address existing conditions. Future conditions were analyzed based on the CMA Countywide Model using the 2025 forecast year. The model followed a traditional process that incorporates assumptions about trip generation, trip distribution, mode choice and trip assignment. The land use assumptions in the model were based on ABAG Projections 2000. The network proposed in the General Plan (or Proposed Project) includes unfunded and partially funded projects. The Environmental Impact Report also analyzed a second scenario, which essentially represents the baseline network in the CMA Countywide Model. This scenario (or the Constrained Project) is consistent with the 2001 Countywide Transportation Plan (CWTP) in addition to being consistent with the 2001 MTC Regional Transportation Plan (RTP). Results of the traffic analysis, which focused primarily on level of service for roadway links and key intersections, are summarized below.

Roadway Link Level of Service. Traffic operations were also evaluated on the basis of roadway segment level of service using the CMA Countywide Model. The level of service for each roadway segment was determined from the ratio of link volume to link capacity. Congested roads are links identified by LOS E or F conditions. Existing conditions were assumed to closely reflect link LOS for 2005 in the CMA model. Figures in Appendix G show the congested roadway links for 2005 and 2025 that operate at LOS E or F conditions. The roadway miles of congested segments in 2005 were calculated to be about 98 miles in length. The roadway miles of congested segments in 2025 with the General Plan network were calculated to be about 92 miles in length. The roadway miles of congested segments under the Constrained Project were calculated to be about 96 miles in length.

Intersection Level of Service. A summary of the existing LOS conditions, including the calculated stopped delay in seconds per vehicle for PM Peak Hour conditions for all study intersections, is presented in Appendix G. Of the 27 intersections analyzed, 19 currently operate at an acceptable level of service (LOS D or better) during the PM Peak Hour. Four intersections operate at marginal conditions (LOS E), while four intersections operate at LOS F or unacceptable conditions.

Figures in Appendix G also provide a comparison of intersection LOS between the existing conditions and the year 2025 for the General Plan network. Based on these results, 18 of 27 intersections would operate at LOS D or better during the PM Peak Hour in 2025. One intersection operates at marginal conditions (LOS E), while eight intersections operate at LOS F or unacceptable conditions. The General Plan network in 2025 is considerably different than the existing road network and reflects a significant improvement over the existing conditions. The primary improvement is the Hayward Bypass (Route 238), which influences traffic at most of the roads and intersections on the east side of the City, while the I-880 Reliever Route influences roads and intersection impacts on the west side of the City.

The comparison of results between existing conditions and 2025 shows the number of intersections operating at LOS E or F only increases by one, from 8 to 9; however, the number of intersections at LOS F doubles from 4 to 8. This shows that the network will be overloaded by 2025 even with the proposed improvements, primarily due to the additional 24 years of growth in the future scenario. The network improvements proposed in the General Plan do prevent some roads links and intersections from degrading to LOS E or F conditions. This benefit is noticeable at some existing intersections that currently operate at LOS F, but which actually improve in 2025. This occurs because some of the proposed network improvements divert traffic away from former congested locations.

The analysis for the Constrained Project shows that only 16 of 27 intersections would operate at LOS D or better during the PM Peak Hour in 2025, while one intersection operates at marginal conditions (LOS E) and 10 intersections operate at LOS F or unacceptable conditions. These results reflect the differences in network improvements. For example, the effect on traffic without the I-880 reliever route is to shift traffic impacts from A Street south to Winton Avenue.

Promoting Public Transit and Alternative Modes of Transportation

The increase in traffic congestion within Hayward and throughout the region, as well as the collective environmental costs of automobile proliferation, have intensified the need to promote alternative transportation modes. Many people, including young, old, disabled, and low income people, are dependent on public transportation for access to education, jobs, health care, shopping, and recreation. In addition, studies have shown that many people who currently drive would use public transit to get to work if it were reliable and frequent throughout the day and evening. Since one factor affecting transit usage is simply the convenience of automobile dependence, promotion of the benefits and availability of transit opportunities in areas with convenient and frequent service could increase transit usage. Discretionary use of transit benefits the general public by reducing noise and air pollution. In 1990, only 7% of the Hayward area workforce used transit for their journey to work. Comparable data are not available from Census 2000; however, recent estimates indicate that slightly over 7% of the total peak hour trips are on transit.

Existing Transit Services

Public transit service in the Hayward area is provided by BART and AC Transit. There are three BART lines (Fremont-Richmond, Fremont-Daly City/Colma, and Dublin/Pleasanton-Daly City/Colma) serving three stations (Hayward, South Hayward, and Castro Valley). AC Transit provides service throughout the East Bay as well as express service across the Dumbarton Bridge and Bay Bridge to San Francisco. Hayward is also served by Amtrak's Capitol Corridor route, which provides intercity rail passenger service between Sacramento and San Jose. Eight trains per day stop at the station; eight bus trips per day provide additional links to the Jack London Square station in Oakland. The Amtrak station is located at B Street and Meekland Avenue, which enhances the role of the Downtown Hayward BART Station as a significant intermodal transfer station.

Issues of importance to Hayward residents focus on the inaccessibility and infrequency of bus service and the perception of inefficiencies and duplication of transbay service between BART and AC Transit. Hayward residents have also indicated a desire for transit-related improvements such as coordinated transfers/passes, posted routes and schedules at bus stops, bus shelters, and safe, convenient parking at BART stations. The City, in cooperation with AC Transit, has undertaken a major project to install bus shelters and benches throughout the city.

BART

The BART system provides rail transit service to San Francisco and the East Bay. Hayward has two stations on both of the BART lines that traverse the city. During weekday commuting hours, trains on the Fremont line typically operate about every 12-15 minutes; at other times and on weekends, trains run about every 20 minutes. In 2001, average weekday ridership was estimated to be about 5,000 at the Downtown Hayward BART station and 3,100 at the South Hayward BART station. Together, the Downtown Hayward and South Hayward stations provide 3,200 parking spaces. Weekday ridership is expected to increase gradually by the year 2005 to about 5,300 at the Downtown station and 3,400 at the South Hayward station. Weekday ridership at the Castro Valley BART station on the Dublin/Pleasanton line averages approximately 1,400 and there are 1,125 parking spaces. The BART Long-Range Transit Plan does not include any major capital improvements that will directly affect service to the Hayward area. Service could be improved with construction of the San Jose extension, the planned West Dublin/Pleasanton station on the Dublin/Pleasanton line, and the extension to the San Francisco International

Airport. However, these new services are expected to put additional pressure on the BART parking supply.

AC Transit

AC Transit provides local and express bus service in Alameda and Contra Costa Counties. Hayward is served by 18 of AC Transit's local bus routes. These routes operate at various times and with various frequencies. Sixteen routes operate out of the Hayward BART station and eight operate out of the South Hayward station. In addition, Transbay Route S and East Bay Express Route 36X operate along Hesperian Boulevard. Boardings on these routes average more than 36,000 passengers per weekday.

In the past, AC Transit encountered difficulty in obtaining sufficient revenue to ensure adequate transit service for Hayward. However, the reauthorization of Measure B provided significant new funding for transit, especially transit in central Alameda County. The City is participating in the Central County Transit Study, which is anticipated to provide new and improved transit service throughout the area. Service changes may be implemented by the summer of 2002. One major schedule change that has already been implemented is the revised Route 83/86 bus, which links Hayward BART to South Hayward BART and provides enhanced transit service to much of the "welfare-to-work" population. This service came about as a result of a cooperative effort between the City, AC Transit, Hayward Chamber of Commerce, South Hayward Neighborhood Collaborative, and businesses in the industrial areas.

Major transit service design concepts that have been incorporated as part of the proposed transportation improvements in the Circulation Element include the following:

* *15-minute service during peak hours on Mission Boulevard, Hesperian Boulevard and Winton Avenue;*
* *Basic 30-minute service during peak hours on approximately half-mile spacing throughout the area;*
* *Enhanced coverage, including 30-minute headway service, in the industrial area on both Clawiter Road and Industrial Boulevard;*
* *Reorientation of bus services to serve the new BART stations; and*
* *Express commute services in I-880 corridor areas not convenient to BART service.*

The Central County Transit Study is looking at some of the above issues as it prepares its recommendations.

In addition to the above features, the Circulation Element is proposing that enhanced express bus service be established across the San Mateo Bridge between the Castro Valley BART station and major Peninsula destinations. The proposed express bus service would link Castro Valley, Hayward, Foster City, Hillsdale, and other points on the Peninsula, and would provide for bus stops on Winton, Hesperian, and Clawiter, as well as the Castro Valley and Downtown Hayward BART stations. It would operate with frequent headways during the peak hours and less frequent headways during the remainder of the day.

Improving transit dramatically, while keeping the service cost-effective, requires that where possible, capital investments be made to protect transit speeds and expand pedestrian access. These investments will result in more efficient use of scarce operating funds in the long term. Possible speed-related investments for future consideration are being studied as part of the I-880 Smart Corridor Project. Hesperian Boulevard is being examined for potential operating improvements. AC Transit is participating in other studies that are looking at Mission Boulevard and East 14th Street in San Leandro.

Capital projects for pedestrian access are critical to allow for more efficient service design. Current local service is very slow because buses must make their way through a labyrinth of slow streets with many turns. In response, AC Transit is proposing to eliminate routes on such streets where needed in order to improve travel times. Current service also has lines placed very close together because there are so many barriers to pedestrian access. A comprehensive plan for continuous pedestrian connectivity, with particular emphasis on access to major transit corridors, would save operating funds and make service more efficient in the long term by permitting more service to be operated on fewer streets.

Paratransit

People who cannot use conventional fixed-route transit need specialized services, or paratransit. The demand for paratransit services is expected to increase as the population ages. In addition, the Americans with Disabilities Act is changing the character of paratransit because it requires transit districts to provide paratransit services to the disabled which is comparable to regular service. The ADA minimum service area generally extends 3/4 of a mile along either side of a fixed bus route or 3/4 of a mile outward from a transit station. BART and AC Transit have formed the East Bay Paratransit Consortium in order to better comply with the paratransit service requirements of the ADA. Riders must make reservations in advance, although standing orders are possible for regular trips; dedicated sedans, vans, or taxis are used for most trips.

The City of Hayward has taken on the role of providing paratransit services beyond those mandated by ADA to cover areas where gaps in service for Hayward residents currently exist. This includes providing service outside of ADA operating hours or outside of ADA service boundaries. These services are provided through a demand/response system, with priorities based on consideration of the trip destination. The service, which operates through a voucher system and is funded solely by Measure B, uses sedans or lift-equipped vans. In Hayward, disabled people 18 years of age or older who are unable to drive or use regular public transportation may use the service. There are other specialized transportation needs that can best be met by the private sector. These include shuttle buses serving limited routes during peak travel periods, as well as taxis.

Bicycling

Greater use of bicycles can provide many benefits. Bicycles are a quiet, non-polluting form of transportation that does not directly consume fossil fuels or require vast amounts of land and expensive infrastructure. Bicycling can be encouraged with the provision of bikeways to major destinations and requirement of bike racks and lockers at destination points such as governmental centers or other places of employment.

The City of Hayward adopted an updated Bicycle Master Plan in early 1997. This plan proposes a network of bicycle facilities that includes bike paths, lanes and routes. See **Figure 3-3**. The plan also sets priorities for implementation and funding of the various proposals. Goals and policies of the plan are summarized in this document; please refer to the Bicycle Master Plan for specific strategies and proposals.

The City, along with the Congestion Management Agency, participated in the preparation of the Alameda Countywide Bikeways Plan. This plan will complement the city's Bicycle Master Plan and will be used to justify funding for regional projects, which was made available through the reauthorization of Measure B.

Walking

Walking is popular as a form of recreation, exercise, and commuting for relatively short trips. Walking can be promoted as an alternative to driving if there are safe, attractive facilities. A network of pedestrian pathways between activity centers and transit facilities, as well as between residences, schools and neighborhood shopping, can encourage walking.

Typical walking distances are short, perhaps 800 feet at most between parking and destination. However, people will walk much further if their destination is visible or if the walk is made attractive. Short cuts through blocks or over barriers, trees or other landscaping separating pedestrians from vehicular traffic, and highly visible pedestrian crossings can make walking safer and more pleasant.

Walking will also be encouraged by mixed-uses in activity centers. Provision of residences, commerce, transit and open space within walking distance allows for a less car-dependent lifestyle. In addition to ongoing redevelopment in the Downtown area, potential exists around major shopping centers, transit stations, governmental centers, and the Cal-State Hayward campus to develop a better balance of retail, office and residential use so that walking becomes a viable method of transportation.

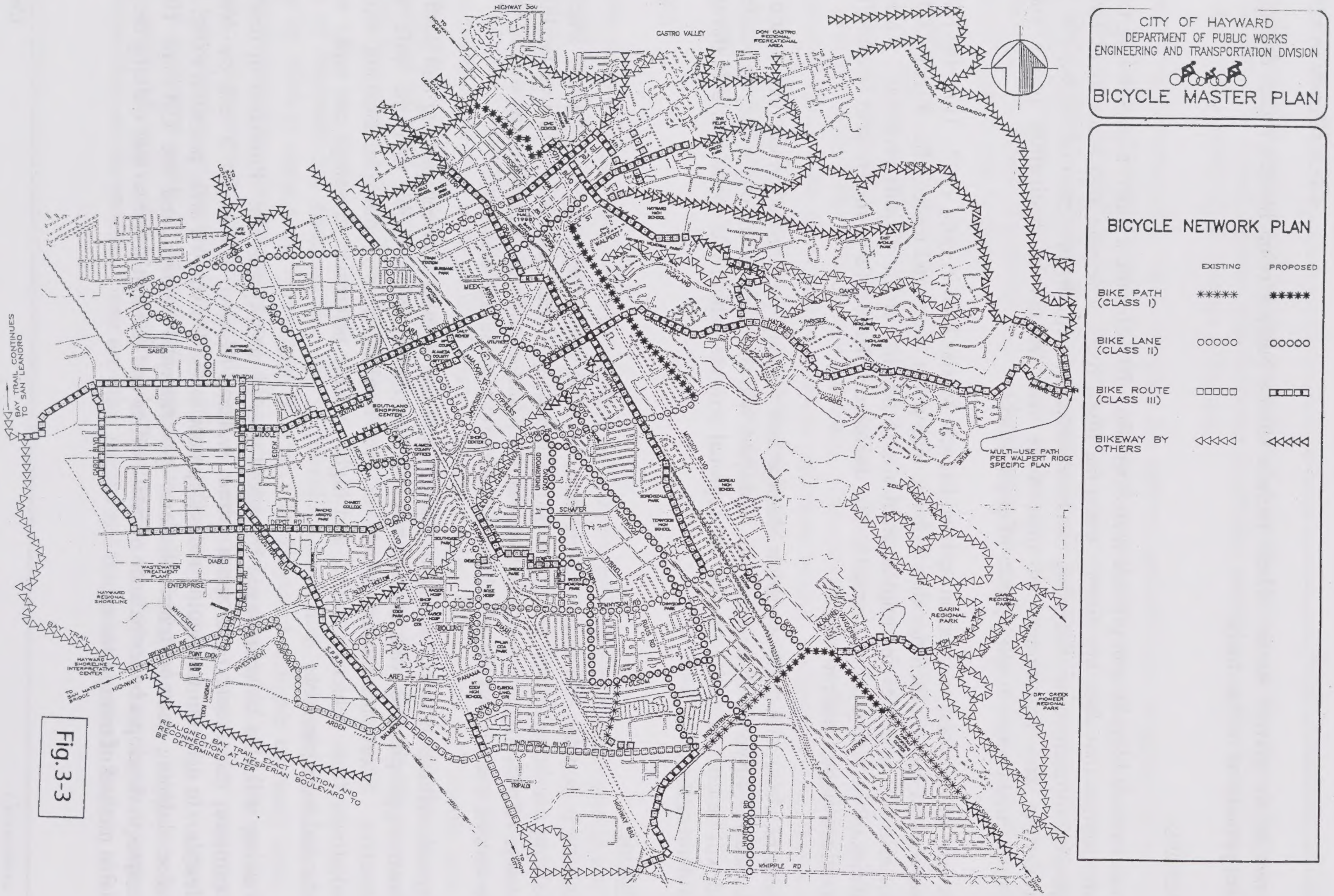

CITY OF HAYWARD
DEPARTMENT OF PUBLIC WORKS
ENGINEERING AND TRANSPORTATION DIVISION
BICYCLE MASTER PLAN
BICYCLE NETWORK PLAN
EXISTING
PROPOSED
BIKE PATH (CLASS I)
BIKE LANE (CLASS II)
BIKE ROUTE (CLASS III)
BIKEWAY BY OTHERS
HIGHWAY 580
TO HIGHWAY 680
TO SAN LEANDRO
TO SAN LORENZO
CASTRO VALLEY
DON CASTRO REGIONAL RECREATIONAL AREA
PROPOSED RIDGE TRAIL CORRIDOR
FAIRVIEW
EAST
HAYWARD HIGH SCHOOL
WALPERT
HIGHLAND
OAKES
PARKSIDE
HAYWARD BLVD
DOBBEL
SKYLINE
MULTI-USE PATH PER WALPERT RIDGE SPECIFIC PLAN
MISSION BLVD
CIVIC CENTER
CITY HALL (1998)
"B" ST
"E" ST
TRAIN STATION
MEEK
WINTON AV
SOUTHLAND SHOPPING CENTER
SOUTHLAND DR
LA PLAYA
JACKSON ST
CYPRESS
HARDER
UNDERWOOD
SCHAFER
TYRRELL
HUNTWOOD
TENNYSON RD
RUUS RD
FOLSOM
INDUSTRIAL PKWY
INDUSTRIAL BLVD
HUNTWOOD RD
WHIPPLE RD
HIGHWAY 880
DIXON
ALQUIRE
VANDERBILT
FAIRWAY
GARIN REGIONAL PARK
HIGH RIDGE TRAIL
DRY CREEK PIONEER REGIONAL PARK
MOREAU HIGH SCHOOL
TENNYSON HIGH SCHOOL
TO UNION CITY
PROPOSED "A" ST
CORSAIR
SABER
HAYWARD AIR TERMINAL
W. WINTON
CABOT BLVD
CLAWITER RD
MIDDLE
EDEN
HESPERIAN
DEPOT RD
INDUSTRIAL BLVD
CHABOT COLLEGE
RANCHO ARROYO PARK
DIABLO
WASTEWATER TREATMENT PLANT
ENTERPRISE
HAYWARD REGIONAL SHORELINE
WHITESELL
SLEEPY HOLLOW
BOLERO
PANAMA
ARDEN
S.P.R.R.
BREAKWATER AVE
POINT EDEN
INVESTMENT
CORPORATE
EDEN LANDING
HIGHWAY 92
TO SAN MATEO BRIDGE
HAYWARD SHORELINE INTERPRETATIVE CENTER
BAY TRAIL
BAY TRAIL CONTINUES TO SAN LEANDRO
TRIPALDI
REALIGNED BAY TRAIL, EXACT LOCATION AND RECONNECTION AT HESPERIAN BOULEVARD TO BE DETERMINED LATER

Fig.3-3

The City Council has established the Sidewalk Rehabilitation Program, which is funded within the Capital Improvement Program at $1.5 million annually. The reauthorization of Measure B added another $320,000 annually. This program provides partial funding for the repair of sidewalk locations with street tree-related damage, using an application and lottery process. Funding is available through a 50%-50% cost-sharing arrangement with property owners. Funding for future years will require City Council approval during the budget review process.

Curb ramps are in great demand to enhance accessibility for the disabled and other citizens with mobility limitations. Priorities for new curb ramps focus on public buildings and activity centers; however, curb ramps are also installed in conjunction with new development or as part of street reconstruction projects. The City receives approximately $80,000-$100,000 annually in Transportation Development Act funds to construct curb cuts.

Transit and the Density of Development

Discretionary use of transit is primarily dependent upon frequency of service and proximity, both of which are linked to the density and design of development. More intensive development, whether denser residential development or concentrations of employment, supplies more potential riders along a route. Lower intensity development requires more route mileage to bring service close to residents and each route may have too few riders to be economically feasible.

It is generally agreed that population density is the key factor in the amount of transit usage. Service standards adopted by the AC Transit District suggest that a density threshold of 10,000 persons per square mile (as measured by census tract) is necessary to support 15-minute headways during the peak hour. As a result, AC Transit has identified several trunk lines to serve the most densely populated areas. Trunk lines are proposed for Mission Boulevard, Hesperian Boulevard, Winton Avenue, and along Carlos Bee Boulevard to the California State University-Hayward campus. Trunk lines are the backbone of the transit system, as they provide the highest frequency of service. One drawback to a large number of trunk lines is the tradeoffs that will need to be made between trunk line service and local service, as there is not sufficient funding to provide both, at the highest levels.

The fundamental service design problem in Hayward is that the widely spaced BART stations and freeway overpasses provide very few opportunities for continuous east-west lines. As a result, much of the local service for neighborhood access must be provided by north-south lines. These north-south lines, in turn, require that pedestrians walk generally east-west to access them. East-west pedestrian travel, however, is consistently frustrated by obstructions created by the railway lines, the BART tracks, and I-880, as well as discontinous street patterns without a physical obstacle (between Gading and Underwood, for example).

In the long run, the most effective way to promote transit use at the local level is to concentrate job and housing growth near transit stations or along major bus routes. Transit providers indicate there is a higher proportion of ridership within 1/4 mile of a bus line and 1/2 mile of a rail transit station. Based on existing land use policies, residential growth will occur mostly along Mission Boulevard, in the hills, and through infill development near downtown. Job growth will occur mostly in the industrial areas north and south of Route 92.

Better integration of land use and transportation planning in Hayward can help to reduce congestion by minimizing the need for non-work trips as well as work trips. Mixed-use developments incorporating living, shopping and working environments provide the ideal opportunity to maximize walking and minimize dependency on the automobile. Existing land use policies promote mixed-use development in the Downtown area and along Mission Boulevard. In addition, higher intensity development near activity centers or along major arterials, whether higher residential densities or greater employment concentrations, can support transit that is more efficient and cost-effective. Existing land use policies also call for higher residential densities near activity centers, transit stations and along major arterials.

The General Plan identifies areas of potential change where the linkage of transit with appropriate land use intensity can accommodate growth while improving Hayward's quality of life and allowing for continued economic vitality. These areas include the Downtown, Cannery area, Mission Boulevard, South Hayward BART station area, and the Industrial Corridor. In these potential change areas, and along key transit corridors, higher intensity, quality development designed to fit with non-automotive modes of travel can be supported. Mixed-use development (e.g. housing above commercial) will be promoted where appropriate to ensure a pedestrian-friendly environment that has housing, jobs, shopping, parks and recreation in close proximity.

Site design of new development can reflect transit needs with appropriately located bus turnouts and convenient pedestrian access to bus stops. The City's Parking Ordinance provides for consideration of reductions in parking requirements for projects located within close proximity to transit stations. Since transit amenities may be very useful in increasing support for and use of public transit, the City is participating in a joint powers agreement with AC Transit and several other agencies in Alameda County to provide bus shelters and benches throughout the city. These facilities, which are being maintained by a contractor, have been very well received.

Improving Local Access and Circulation within Hayward

The southern Alameda County street system evolved from the rural road network that served the agrarian activities once conducted in and around Hayward. Widenings, signalizations and other improvements have increased the capacity of these roads, but development in the area and along these routes in particular has more than offset the efficiency gained by the improvements. The local street network is impeded by several factors. Four barriers slicing down the bay plain (three railroad lines and the Nimitz Freeway) force local traffic, including pedestrians and cyclists, onto the few streets that cross those barriers. In addition, topography has limited road connections in the hills. Most significantly, there is only one north-south freeway (I-880) and no east-west freeway (except for I-238 north of the city). As a result, regional traffic uses arterial streets such as Mission Boulevard and Foothill Boulevard, as well as local city streets, as links between I-580 and the San Mateo Bridge and as outlets for overflow from the Nimitz Freeway.

Street Functional Classification System

In Hayward, the General Plan Land Use Map provides a visual representation of the functional classification of the existing street network. The existing highway and street network serves many different functions. Whereas **freeways or expressways** are designed with limited access to serve regional through traffic, other streets serve a variety of needs: movement of pedestrians, bicycles, cars and trucks; transit; property access; parking; and even as a form of public open space.

Arterial streets serve area traffic and local traffic generators. Their primary purpose is to accommodate through traffic. Ideally, arterials are located around rather than through residential neighborhoods, commercial centers, industrial areas, and colleges. *Major arterials* are four-lane highways, other than purely residential streets, that remain consistently four lanes wide and also connect to other four-lane roadways. *Minor arterials* may be either two-lane or four-lane highways that interconnect and augment the major arterial system and provide service to trips of moderate length at a lower level of travel mobility and distribute travel to smaller geographic areas than the major arterial system.

Collector streets supplement and provide access to arterial streets and provide access to neighborhoods. On such streets, the needs of through traffic and turning and parking must be balanced. At certain times, such as peak commute hours, one function may take precedence over others. *Major collectors* are two-lane roadways (with 48-foot curb-to-curb width) that provide both land access service and traffic circulation within residential neighborhoods and commercial and industrial areas. *Minor collectors* are two-lane roadways (with 40-foot curb-to-curb width) that serve the same functions as major collectors. Collector streets are not shown on the General Plan Land Use Map; however, further discussion of collector streets may be found in the various adopted neighborhood plans.

Local streets primarily provide access to abutting properties. Ease of access, pedestrian safety, and parking have priority over traffic movement. Ideally, neighborhood streets are designed to discourage through traffic and unsafe speeds.

Improving Access to Downtown and Major Activity Centers

It is very important that adequate access be provided to the Downtown and other major activity centers such as the Industrial Corridor, Cal-State Hayward and Southland Mall in order to maintain the economic vitality of the city. Specific concerns are discussed in more detail in the following sections.

In the **Downtown** area, the primary concern is providing adequate access to the B Street Plaza and adjacent areas from Foothill Boulevard. Currently, left-turn movements from northbound Foothill Boulevard are prohibited in favor of moving commuter traffic through the Downtown area. In the long-term, construction of the Route 238 Bypass will reduce congestion on Foothill Boulevard and Mission Boulevard and allow for improved local access; however, interim measures need to be identified which will improve access in the short-term. Improvements to D Street have facilitated access and traffic flow along the southern edge of Downtown core. Consideration also needs to be given to alleviating congestion on A Street along the northern edge of the Downtown since increased levels of congestion are forecast on A Street in the future.

Concerns in the **Industrial Corridor** include provision of more direct access to the western portions of the industrial area from both I-880 and Route 92, enhanced circulation within the area, and reconstruction of major streets. Specific improvements have been identified through previous studies that evaluated the feasibility of an Industrial Assessment District. These improvements include a new interchange at Route 92, street extensions, and new traffic signals.

Access to **Southland Mall** is important to maintain its attractiveness and continued viability as a regional shopping center. In particular, full access from I-880 must be ensured as part of any proposed transportation improvements. In addition, improvements in traffic flow along the freeway ramps and adjacent arterials are needed to enhance accessibility and minimize the impacts of conflicting turning movements.

The selection of the site for the **Cal-State Hayward** campus assumed the eventual construction of the Route 238 Bypass. The CSUH administration continues to believe that future growth of the university may be constrained without improved automobile access from the I-880 and I-580 freeways. In the interim, transit connections between the campus and Hayward BART stations have been enhanced with additional shuttle services.

Street Widenings and Intersection Improvements

The City has completed several major street widening projects, including West A Street and D Street. Other widening projects are contemplated for the future, such as Industrial Parkway and Redwood Road (County). Spot widening is under construction on Mission Boulevard at Industrial Parkway in-lieu of the full Mission Boulevard widening project to Mowry Avenue in Fremont as envisioned in Measure B. This is due to a shortage of funding as well as concerns of the Hayward City Council about impacts on the adjacent neighborhoods.

Although street widenings are intended to reduce congestion, such improvements can attract more traffic as a result of the increased capacity. Also, in built-up urbanized areas widenings frequently have taken right-of-way used for pedestrians and street trees, leaving inadequate building setbacks. Wider streets generally discourage pedestrian crossings. Alternatives to street widening, such as limitations on parking and turning and on driveway curb cuts, need to be evaluated as ways of increasing the capacity of arterials.

Construction of the D Street widening project has simplified most of the complex intersections created by the triangular relationship of Jackson/Foothill to Winton, D Street, and E Street; however, the intersection of Foothill/Jackson with Mission Boulevard remains a key point of congestion. Additional intersection improvements are proposed at those intersections indicated to perform at LOS E or F in the future, even with implementation of transportation improvement projects proposed elsewhere in the Circulation Element.

Mitigating Impacts of Additional Development

The General Plan contains policies which ensure that new development will not be approved unless it has been demonstrated that there will be adequate transportation capacity. It is very important that adverse traffic impacts of proposed development be evaluated and appropriate mitigation measures identified during the course of project environmental reviews. This may include impacts on the surrounding neighborhoods as well as impacts at intersections somewhat distant from the project location. It is also important that interim measures be considered where the proposed mitigation is dependent upon construction of projects with no funding or an uncertain future. Coordination with adjoining jurisdictions is essential to identify and mitigate adverse impacts. This is particularly crucial with regard to unincorporated areas to the north and east of Hayward, which are under Alameda County jurisdiction. The City coordinates with the Alameda County Congestion Management Agency whenever an amendment to the General Plan or a major development project is proposed that could significantly impact the road and transit system. When it is shown that there may be an adverse impact on the transportation system, mitigation is required.

Street Design

Principles of "smart growth" call for greater attention to the design of streets and the overall streetscape and consideration of how those aspects can contribute to the creation of more livable neighborhoods. Furthermore, the quality of street design can play a significant role in determining property values within a neighborhood and throughout the city. This section focuses on the design of the street pattern and public rights-of-way and the need for coordination with alternative modes (e.g. sidewalks, bicycle lanes) and consideration of related concerns (e.g., pedestrian safety, street trees and landscaping). These aspects are discussed under the general headings of block patterns, street width and right-of-way, and traffic-calming devices.

Block Patterns. Although the block pattern is essentially established in Hayward and there are few large parcels available for development, areas proposed for infill development and redevelopment near transit routes or stations (e.g., Cannery Area) can present opportunities for alternative street patterns. The urban grid layout, in comparison to the typical curvilinear pattern found in suburban neighborhoods, offers several advantages. The shorter block lengths (400-600 feet) and more direct connections disperse auto traffic and provide easier pedestrian access to public transit, schools, parks, stores and other destinations. Avoidance of cul-de-sacs also promotes more direct access for auto and pedestrian traffic.

Street Width and Right-of-Way. The city has adopted several different street cross-section standards to provide for flexibility in responding to specific situations. The typical standard calls for local residential streets to have a 36’ curb-to-curb width within a 48’ right-of-way. This allows for two travel lanes (10’ wide) and parking (8’ wide) on both sides while also providing for sidewalks (6’ wide) on both sides. The typical standard for private streets is 24’ curb-to-curb with two travel lanes (12’ wide) and no parking. The above standards are applied regardless of the number of dwelling units served within the subdivision. Collector streets in newer residential areas typically have a 36’ curb-to-curb width within a 56’ right-of-way. This allows for planter strips (4’ wide) between the street and the sidewalks to provide for street trees and improved pedestrian safety. Variations on standard street cross-sections allow for bicycle lanes or routes on certain streets as designated in the Bicycle Facilities Master Plan.

On-Street Parking. In some older areas of Hayward, existing streets are too narrow to allow parking on both sides of the street and two vehicles to pass at the same time. In other areas, some streets have been designed to provide for parking on only one side, and in some cases no parking at all, although typically with increased off-site parking requirements. In new developments, it may be possible to consider the use of alleys to provide for vehicular access and parking. In reviewing proposed development projects, the need for on-street parking may vary depending on the topography, density of development, adjacent land use, or other specific concerns in the surrounding neighborhood.

Sidewalks, Planter Strips and Street Trees. Although sidewalks are typically found on both sides of the street, it may be appropriate to consider the provision of sidewalks on only one side of the street in some areas, particularly in hillside developments where minimizing grading is an important consideration. And in more suburban areas, no sidewalks may be appropriate. Where there are sidewalks, it may be appropriate to reconsider the placement of sidewalks adjacent to the curb, which has been the city’s standard for new developments due to damage and even loss of street trees in the past. Inclusion of planter strips between the curb and the sidewalk can avoid driveway flares in the sidewalk area and provide the separation from vehicular traffic that enhances the safety of pedestrians. Planter strips, by allowing for the placement of street trees, can also contribute substantially to the value of adjacent properties. Street trees provide the canopy that enhances the streetscape, narrows the apparent width of the street, and provides shade for parked vehicles and pedestrian traffic. In addition, street trees can help reduce the impacts from vehicle emissions. The inclusion of landscaped medians on major collector streets and arterials can further serve to reduce the apparent street width.

Emergency Response Access. The width of streets, and cul-de-sacs in particular, must also reflect the need to provide for emergency response access. The size of cul-de-sacs, and "hammerhead" turnarounds at the end of private streets, is determined by turning requirements for emergency apparatus. It may be appropriate to review these standards giving consideration to possible future changes in the types of emergency response equipment that are used, as well as to the current situation where head-in parking typically occurs in the cul-de-sacs.

Curb Radii. Similar concerns also affect the standards adopted for curb turning radii (how sharp or round the corner is at intersections). Although more-rounded corners facilitate turning movements for fire engines (as well as buses), less-rounded corners tend to slow down turning automobile traffic and make it easier for pedestrians to navigate the intersection. To favor pedestrian passage at intersections in more urbanized areas such as the Downtown, it may be appropriate to consider decreasing corner radii from current standards.

Traffic-Calming Devices. One of the most popular programs within the city is the Speed Hump Program. Speed humps are designed to slow traffic on residential streets. Requests for speed humps are made by citizens and are evaluated according to established criteria. If a location meets all of the criteria, the city will install the speed hump. In recent years, a number of other "traffic-calming" devices have been utilized to address issues of speeding traffic and pedestrian safety. The City has installed raised intersections and roundabouts on an experimental basis. Thus far, these measures have been deemed successful in reducing speeding. A citywide study of traffic-calming strategies has been authorized. It is anticipated that this study will evaluate the feasibility of traffic-calming measures at locations where speed humps do not meet established criteria.

The important consideration in street design is that standards should allow for a choice in determining the best approach in a given situation. Determinations on the most appropriate measures to deal with identified concerns must take into account a number of factors, including the function and location of the particular street and whether the general character of the area is suburban or urban, or somewhere in between. Adopted policies and standards should provide the flexibility to incorporate evolving techniques in addressing the variety of circulation needs and concerns throughout Hayward.

Traffic Signal Optimization

Traffic signal interconnect systems are intended to streamline traffic flow along major arterials and to avoid uncoordinated signals, which can increase delays at intersections. Caltrans signal interconnect systems through the City include those on Mission Boulevard, Jackson Street, and Foothill Boulevard.

The City has installed systems on Harder Road, Tennyson Road, Hesperian Boulevard, and parts of Second Street, Main Street, A Street, and Watkins Street. The interconnect system in the Downtown area has been completed, but its effectiveness is hindered by Caltrans timing requirements on Route 238 (Foothill Boulevard) and Route 185 (Mission Boulevard). A radio-operated interconnect has been installed on Winton Avenue. Interconnect systems are also planned for Tennyson Road.

Traffic Safety Concerns

Safety of automobile and pedestrian and bicycle travel is of utmost concern in neighborhoods throughout the city. The primary concern of residents is to reduce the amount of speeding in their neighborhoods. Most neighborhood plans contain a variety of recommendations for dealing with these problems. Speed humps are the most requested solution (see Traffic Calming Devices under Street Design).

In addition to providing police officers dedicated to traffic enforcement, the Police Department cooperates with the Public Works Department to resolve local traffic problems. Ongoing identification of "high accident locations" assists in evaluation of priority locations for possible improvements. A radar trailer is often used in response to complaints about speeding and appears to be very effective while in place.

Parking

The convenience of automobile travel depends on the availability of parking. Parking is typically plentiful in suburban locations where land prices have been low and becomes less plentiful and more expensive in more intensively developed areas. Hayward residents generally want to have parking readily available on their neighborhood streets, at commercial centers, and at transit stations. Parking standards should reflect reasonable expectations of the number of cars that will be associated with a particular development. Factors that could lead to consideration of reduced parking requirements include smaller units, senior occupancy, or proximity to transit. The City's Parking Ordinance allows for consideration of such factors in evaluating development proposals.

In some neighborhoods, on-street parking has become scarce due to the presence of major traffic generators. The City has established preferential parking programs in portions of the Eden Gardens and Santa Clara neighborhoods, which are impacted by the presence of overflow parking from major institutions such as Chabot College and the County Governmental Complex on Winton Avenue. Utilization of these programs is important since they require continued monitoring and enforcement to be effective.

In other areas near freeway interchanges or transit stops, on-street parking spaces are often occupied by persons riding in carpools. Provision of park-and-ride lots for carpoolers could minimize any adverse impacts on adjoining neighborhoods as well as reduce the number of single-occupant vehicles during the commute hours. The City may wish to investigate options for possible park-and-ride lots in the vicinity of the San Mateo Bridge.

In the Downtown area and other major activity centers, parking garages have been built to accommodate the demand for parking generated by major public and private developments (e.g., Civic Center, Mervyn's, County Governmental Complex). Construction of the multi-level parking garage west of the Downtown BART station provided an opportunity to develop the former eastern BART parking lot for the City Hall and extension of the Downtown commercial and residential area. Provision of parking under or over buildings is encouraged as alternative to surface parking in order to maintain attractive street frontages.

Funding Proposed Transportation Improvements

Transportation funding for improvements that affect Hayward can be viewed in two categories, that funding which the City receives for its own projects and that which Caltrans or the major transit agencies obtain for the projects they sponsor and execute.

City-Sponsored Projects

The City receives funding for transportation improvements from a number of different sources. With the enactment of the Transportation Equity Act (TEA), some of the outside sources over the past few years have changed in both application and in amounts available. Amounts available have also changed for internal City funding. During the downturn in the economy over the past few years, contributions from the City's General Fund for capital improvements have had to be reduced. Fortunately, the City has been reasonably successful in competing for state and federal discretionary funding, which has allowed the completion of several major street projects, such as the D Street and West A Street improvements, and installation of several traffic signals.

Major sources of funding used by the City for transportation-related activities are described below. To a large extent, continuing revenue sources, such as the Gas Tax, are used for maintenance. All cities approach funding of infrastructure maintenance and improvement in different ways; however, two of the commonly utilized means for transportation-related infrastructure are Gas Tax Revenues for maintenance and Transportation Improvement Fees (TIF) on new development for improvements. While Hayward does not have a TIF, the Supplemental Building Construction and Improvement Tax (SBCIT) provides General Fund revenue, which could be a source for transportation improvements.

Measure B Reauthorization

A major source of programmed improvements in Alameda County is the 1/2-cent Measure B Sales Tax approved in 1986 and reauthorized in 2000. The new measure will extend for an additional 20 years beyond the current expiration date of the original Measure B in 2002. During the current period, the existing Measure B will raise about $990 million. This money was designated for specific transportation projects and programs throughout the county.

The Alameda County Transportation Improvement Authority administers the reauthorized Measure B sales tax revenues, according to an expenditure plan outlining specific transportation projects and programs to be included in the continuation of the sales tax measure. The plan includes funds for street, transit, and non-motorized projects throughout the county. Specifically, the passage of the reauthorization of Measure B provided significant additional funding for transit throughout the county. The City is currently participating in a joint effort with AC Transit and other agencies and organizations to develop improved and expanded transit services for the central Alameda County area. A draft of the Central Alameda County Transit Study is scheduled for public review during the fall and approval by early next year. It is anticipated that recommendations of the transit study will be implemented by the summer of 2002.

Capital Improvement Program

The City annually updates its five-year Capital Improvement Program, which includes all transportation-related projects. Estimated capital costs for the major transportation improvements proposed in the Circulation Element are included in the Capital Improvement Program. In addition to those projects to be funded over the next five years, the CIP also includes a list of identified capital needs along with cost estimates. The sources of this list are the City's adopted plans, including the Neighborhood Plans, and other studies. This list has proven to be useful during the annual process of updating the CIP in that projects, and their relative priorities, can be further evaluated and incorporated in the revised CIP consistent with available funding.

CIRCULATION POLICIES AND STRATEGIES

Dealing with Regional Traffic

1. Reduce the Amount of Regional Through Traffic in the Hayward Area.

1. Encourage all jurisdictions in the greater Bay Area to provide a fair share of all types of housing and seek to balance jobs and housing in order to minimize commuting.
2. Support transportation plans that incorporate alternatives to automobile use.
3. Place emphasis on transit planning with the objective of moving regional traffic through Hayward.
4. Coordinate transportation planning with regional agencies and adjoining jurisdictions.

2. Expand or Reconfigure the Regional Road Network to Reduce Through Traffic on Major Arterials.

1. Improve or create loops or bypass routes to channel regional traffic away from major arterials (*also see Measure L*).
2. Improve roadway and transit connections that serve regional through traffic.
3. Improve and complete freeway interchanges to facilitate traffic flow.

3. Minimize Adverse Impacts of Regional Traffic on Existing Neighborhoods

1. Minimize adverse impacts of road construction and expansion projects on neighborhoods and the downtown.
2. Identify and pursue alternatives to road construction and expansion as necessary for improving traffic flows.
3. Evaluate circulation patterns and develop appropriate traffic-calming measures to discourage through traffic in neighborhoods.

4. Improve Mobility to Foster Economic Vitality

1. Provide a safe and efficient transportation system for the movement of people, goods and services through and within Hayward.
2. Provide leadership in educating the community about the benefits of commuting via alternative transportation modes and other ways to help the environment in making transportation choices.
3. Encourage staggered work hours and flexible schedule options to distribute traffic loads.
4. Encourage use of telecommuting and home offices to reduce the need for trips to work, shopping, libraries, and other frequent destinations.
5. Provide leadership in development of regional and local Transportation Demand Management strategies (e.g., HOV lanes, preferential parking, car/van pools, casual car pools, subsidized transit passes).

Promoting Alternative Transportation Modes

5. Improve Coordination among Public Agencies and Transit Providers

1. Consider the needs of transit riders, pedestrians, people in wheelchairs, cyclists, and others in long-range planning and the review of development proposals.
2. Encourage AC Transit and BART to expand access to cyclists, including providing racks on buses and secure bicycle parking.
3. Work with AC Transit to coordinate routes and service times and to post routes and schedules at bus stops.
4. Seek to provide attractive, sheltered bus stops whenever feasible throughout the City that are sensitive to the needs of each neighborhood in location and design.
5. Promote effective intermodal connections at transit stations.

6. Support Expansion and Reconfiguration of Public Transit Service to Meet Demand, Provide Greater Mobility, and Reduce Traffic Congestion

1. Promote improved transit service along higher density corridors, providing service frequencies of at least 15 minutes during peak hours in the densest corridors.

2. Encourage alternatives to diesel transit coach service in less dense neighborhoods.

3. Urge AC Transit to expand service to underserved areas in Hayward.

4. Advise AC Transit of proposed changes in street networks which may affect bus service, and require developers to discuss with AC Transit the potential impacts of their projects.

7. Address Special Needs of Transit Users

1. Continue to promote paratransit services for all Hayward residents with special needs, to include both mandated (ADA) and non-mandated services.

2. Encourage AC Transit to consider demographic factors in establishing its basic route structure; service should be available within 1/4 mile of areas with especially high concentrations of senior citizens, persons with disabilities, low-income residents, and school-aged children.

3. Achieve full compliance with regulations of the Americans with Disabilities Act and improve accessibility of transit stations and vehicles to seniors and other persons with special needs.

4. Improve security on transit and implement design standards for lighting, walkways and landscaping that promote a feeling of safety at transit stops.

5. Give priority for sidewalk and other pedestrian improvements for pathways to key transit stops.

8. Create Improved and Safer Circulation Facilities for Pedestrians.

1. Complete planned sidewalk system and maintain and repair sidewalks to ensure pedestrian safety.

2. Increase consideration of pedestrian needs including appropriate improvements to crosswalks, signal timing, signage, and curb ramps.

3. Enhance pedestrian linkages from neighborhoods to recreational facilities and open spaces with pedestrian paths, creekside walks, and utility greenways.

4. Encourage design of development that contributes to continuous pedestrian pathways and pedestrian connectivity.

4. Improve Mobility to Foster Economic Vitality

1. Provide a safe and efficient transportation system for the movement of people, goods and services through and within Hayward.

2. Provide leadership in educating the community about the benefits of commuting via alternative transportation modes and other ways to help the environment in making transportation choices.

3. Encourage staggered work hours and flexible schedule options to distribute traffic loads.

4. Encourage use of telecommuting and home offices to reduce the need for trips to work, shopping, libraries, and other frequent destinations.

5. Provide leadership in development of regional and local Transportation Demand Management strategies (e.g., HOV lanes, preferential parking, car/van pools, casual car pools, subsidized transit passes).

Promoting Alternative Transportation Modes

5. Improve Coordination among Public Agencies and Transit Providers

1. Consider the needs of transit riders, pedestrians, people in wheelchairs, cyclists, and others in long-range planning and the review of development proposals.

2. Encourage AC Transit and BART to expand access to cyclists, including providing racks on buses and secure bicycle parking.

3. Work with AC Transit to coordinate routes and service times and to post routes and schedules at bus stops.

4. Seek to provide attractive, sheltered bus stops whenever feasible throughout the City that are sensitive to the needs of each neighborhood in location and design.

5. Promote effective intermodal connections at transit stations.

6. Support Expansion and Reconfiguration of Public Transit Service to Meet Demand, Provide Greater Mobility, and Reduce Traffic Congestion

1. Promote improved transit service along higher density corridors, providing service frequencies of at least 15 minutes during peak hours in the densest corridors.

2. Encourage alternatives to diesel transit coach service in less dense neighborhoods.

3. Urge AC Transit to expand service to underserved areas in Hayward.

4. Advise AC Transit of proposed changes in street networks which may affect bus service, and require developers to discuss with AC Transit the potential impacts of their projects.

7. Address Special Needs of Transit Users

1. Continue to promote paratransit services for all Hayward residents with special needs, to include both mandated (ADA) and non-mandated services.

2. Encourage AC Transit to consider demographic factors in establishing its basic route structure; service should be available within 1/4 mile of areas with especially high concentrations of senior citizens, persons with disabilities, low-income residents, and school-aged children.

3. Achieve full compliance with regulations of the Americans with Disabilities Act and improve accessibility of transit stations and vehicles to seniors and other persons with special needs.

4. Improve security on transit and implement design standards for lighting, walkways and landscaping that promote a feeling of safety at transit stops.

5. Give priority for sidewalk and other pedestrian improvements for pathways to key transit stops.

8. Create Improved and Safer Circulation Facilities for Pedestrians.

1. Complete planned sidewalk system and maintain and repair sidewalks to ensure pedestrian safety.

2. Increase consideration of pedestrian needs including appropriate improvements to crosswalks, signal timing, signage, and curb ramps.

3. Enhance pedestrian linkages from neighborhoods to recreational facilities and open spaces with pedestrian paths, creekside walks, and utility greenways.

4. Encourage design of development that contributes to continuous pedestrian pathways and pedestrian connectivity.

9. Provide the opportunity for safe, convenient and pleasant bicycle travel throughout all areas of Hayward.

1. Implement system of bikeways throughout the City (per the Bicycle Master Plan) tying residential areas to commercial areas and to recreational open space along the shoreline and in the hills.
2. Provide the related facilities and services necessary to allow bicycle travel to assume a significant role as a local alternative mode of transportation and recreation.
3. Encourage the use of bicycles as a pleasant means of travel and recreation embodying physical, environmental and social benefits.

10. Encourage Land Use Patterns that Promote Transit Usage

1. Encourage transit-oriented development; where appropriate, encourage intensive new residential and commercial development within 1/2 mile of transit stations or 1/4 mile of major bus routes.
2. Encourage mixed-use residential and commercial development to reduce the need for multi-destinational trips.
3. Promote high density new residential development, including residential above commercial uses, near transit facilities, activity generators, and along major arterials.
4. Encourage alternatives to automobile transportation through development policies and provision of transit, bike and pedestrian amenities.
5. Continue to require large developments to provide bus turnouts and shelters, and convenient pedestrian access to transit stops.
6. Encourage design of development that facilitates the use of transit.

Improving Local Access and Circulation

11. Enhance the Capability of the Arterial Street Network to Reduce Congestion and Improve Traffic Flow.

1. Seek a minimum Level of Service D at intersections during the peak commute periods except when a LOS E may be acceptable due to costs of mitigation or when there would be other unacceptable impacts.

2. Consider alternatives to street widening that balance the needs of pedestrian and bicycle movements with that of vehicles.

3. Focus improvements on arterials with transit service to preserve operating speeds.

4. Add needed traffic signals and coordinate signals to optimize traffic flow.

5. Review and comment on any development in the county or adjoining cities which might add to Hayward's traffic problems; work to reduce negative effects.

12. Improve Access to the Downtown and Other Major Activity Centers

1. Improve access to and circulation within the Downtown area, consistent with the Downtown Design Plan.

2. Improve transit links from the BART stations to other major activity centers such as Southland Mall and California State University-Hayward.

3. Promote shuttle service between the Amtrak and BART stations and other focal points in the Downtown area.

4. Improve access to and circulation within the Industrial Corridor, especially with regard to public transportation.

13. Provide for Future Parking Demand in Ways that Optimize Mode Choice

1. Consider reduced parking for new residential developments that fulfill elderly, disabled, or other special housing needs and/or are located near public transit.

2. Encourage developers/employers to offer transit passes or other transit enhancements to offset some parking requirements, pursuant to provisions of the Parking Ordinance.

3. Coordinate with other public and institutional parking suppliers (e.g., BART, Chabot College, Kaiser) in the provision of parking, parking charges and preferential parking.

4. Consider consolidation and expansion of downtown parking with multi-level parking structures.

5. Consider park-and-ride lots for bus patrons and for carpooling centers.

14. Seek to Address Traffic Operations and Safety Concerns

1. Provide clear and consistent signage and roadway markings, and strengthen enforcement of traffic laws through increased patrols.
2. Evaluate ways to reduce traffic speeds in neighborhoods through use of various traffic calming measures.
3. Require trucks to use designated routes rather than local streets and prohibit overnight and other specified truck parking activities in residential areas.

Funding Proposed Improvements

15. Utilize All Possible Sources of Funding for Proposed Transportation Improvements.

1. Encourage Federal and State agencies to allocate funds for freeway, highway and transit improvements and pursue all available funding for alternative modes of transportation.
2. Seek funding through Regional and County measures for transportation improvements.
3. Utilize local financing mechanisms, such as the Supplemental Building and Construction Improvement Tax, to help fund transportation projects, and pursue establishment of the Industrial Assessment District to help fund needed improvements in the Industrial Corridor.
4. Maintain a comprehensive Capital Improvement Program that adequately addresses all modes of transportation.

MEASURE L

(The following is the full text of Measure L as adopted by Hayward voters on November 3, 1992; any subsequent amendment requires approval by the voters.)

Construct the Foothill Freeway (Route 238) from Route I-580 to a terminous at Industrial Parkway, west of Mission, as a six-lane facility, and, in addition:

a) After certification of the Environmental Impact Report for the Foothill Freeway, support implementation of the 1989 consent decree in *La Raza Unida of Southern Alameda County v. Volpe* and prompt construction of the Foothill Freeway;

b) Construct the Foothill Freeway in phases as funds are available from County, State and Federal sources, seeking to commence construction by 1995;

c) Enter into all necessary agreements with the State of California and other public agencies for closure of City streets and construction of the Foothill Freeway, based substantially on the design described in the 1987 Draft Environmental Report for the Foothill Freeway;

d) Support prompt construction of the Foothill Freeway before the Metropolitan Transportation Commission, the Alameda County Transportation Authority and the Alameda County Congestion Management Agency, seek to maintain the high priority for funding of the Foothill Freeway within Alameda County and the San Francisco Bay Region, as programmed in the Regional Transportation Improvement Program (RTIP), and participate in the RTIP process and other transportation and environmental planning and programming processes to support construction of the Foothill Freeway until all phases of construction have been completed;

e) Support prompt construction of the Foothill Freeway before the California Transportation Commission (CTC), seek to include in the CTC budgets from time to time appropriate state funding for the Foothill Freeway, and participate in the State Transportation Improvement Program process and all other appropriate state and federal transportation and environmental planning and programming processes until construction of the Foothill Freeway is completed;

f) Support prompt resolution of any litigation arising that could adversely impact construction of the Foothill Freeway, with a view to minimize any delays in the completion of all phases of construction; and

g) Take all other appropriate actions and strategies, consistent with state and federal law, as shall expedite the commencement of construction of the first phase of the Foothill Freeway and subsequent completion of all phases of construction.

4. ECONOMIC DEVELOPMENT

Introduction

The purpose of the Economic Development Element is to identify the current economic conditions, constraints and opportunities in the City of Hayward and to establish policies and strategies that:

- Support economic growth;
- Maintain a healthy balance between economic growth and environmental quality;
- Provide the necessary support to businesses;
- Eliminate cumbersome and unnecessary regulations;
- Prevent the wasteful underutilization of physical resources;
- Encourage businesses that create permanent, higher wage jobs to locate and/or expand in Hayward; and
- Assist City residents to acquire skills so that they may fill the jobs of the future.

Although the Economic Development Element is not a state-mandated element of the General Plan, it provides an important statement of the policies and goals of the City relating to economic development. As such, it serves as a source of information and a statement of public policy to aid residents, businesses, other agencies, and city officials in making recommendations or decisions on matters relating to economic development. The Element is closely linked to other elements of the General Plan, including Land Use, Circulation, and Housing. This Element provides guidance to the Planning Commission and the City Council when considering specific projects and calls for an analysis of benefits and disadvantages in order to provide decision-makers with information regarding long- term impacts. It is expected that over time this Element will be amended to adapt to changing needs and economic conditions.

The Economic Development Element is a framework that will allow the City to be proactive and respond to opportunities in the environment more quickly and efficiently to ensure Hayward's long-term economic health and vitality. It must be recognized that the environment in which the City functions is primarily a regional economy. Within that context, the City must continually monitor the range and type of change that takes place and be prepared to respond appropriately. The Bay Area is a vibrant, competitive economic environment, providing continuous opportunities and challenges for the City. Keeping abreast of and acting upon changes which may impact our local economy is a vital part of the framework for economic development.

Regional Economic Outlook

The term "new economy" generally refers to the transformation of our manufacturing-based economy to an information-based economy. This transition is reflected in the growth in employment in certain job sectors. A recent report issued by the Bay Area

Economic Forum, *Leading the Transition to a Knowledge-Based Economy,* focused on those industry clusters that drive innovation, economic growth, and job generation in the region. An industry cluster is a group of businesses that tend to locate and grow in close relation to one another. By examining these clusters, researchers can anticipate growth and contractions in a regional economy. In 1995, more than 480,000 people in the Bay Area were employed in one of seven knowledge-based industry clusters. These include the computer and electronics industry, telecommunications, multimedia, movie/TV production, biotechnology, environmental technology, and travel and tourism. The number of Bay Area jobs in these clusters is projected to grow by 59 percent between 1995 and 2020, as compared to 45 percent for all jobs in the region. The computer cluster alone will add more than 70,000 jobs ranging from high-wage engineering jobs to low-wage stockroom clerks. By 2020, the Bay Area's knowledge-based clusters will employ approximately 770,000 people, or about 18 percent of the region's workforce.

According to the Association of Bay Area Governments (ABAG), the Bay Area job outlook is undergoing a transformation that is significant in both types of jobs available and their location. The Bay Area is moving away from the perception of the regional economy being based only on high-tech manufacturing jobs based in Silicon Valley, to the reality of a much more broadly-based economy that will see growth in an array of job sectors offering employment throughout the Bay Area. While there will be appreciable job growth in the South Bay between 2000 and 2020, many other subregions will see strong growth as well. If Hayward is to share in this growth, policies must be developed to accommodate the anticipated growth in a manner that will be of the greatest benefit to the city (see section on Transformation of the Industrial Corridor in the chapter on Land Use).

The New Economic Reality Facing California Cities

The 1990s ushered in a new reality for every city in California: fiscal self-reliance. A self-reliant city's ability to fund public safety, infrastructure and other vital municipal services is determined by its economic base and revenue structure. Faced with permanent cutbacks in federal spending and the loss of local property tax revenue, which was taken from cities and counties by the state, each locality is now dependent upon the revenue generated from its own economic base to define the level of services it can afford to provide.

The economic base consists of land, buildings and other structures and personal property of commercial, industrial, residential, institutional and government users. The revenue structure consists of non-discretionary taxes which a city does not have the authority to directly control --such as property tax, sales/use tax and state subventions --and discretionary taxes which are revenue sources that a city has the authority to directly control --such as business license tax, transient occupancy tax, utility users tax (where applicable) and franchise fees.

Cities experience changes in their business base at an average rate exceeding 20% per year, due to business openings, closings, expansions, consolidations, relocations, mergers, acquisitions and other events. Not only do cities' economic bases change, but their revenue structures change as well, due to legal decisions, legislation, regulation, deregulation and emerging technology .In order to survive, Hayward has reduced costs and improved efficiency by restructuring and reorganizing service delivery. Reducing costs and improving efficiency are important, but they are not the only strategies that will assure Hayward can continue to provide residents, businesses and their customers and suppliers with quality services. Strategies that encourage land use, development and businesses that generate sufficient revenue from non-discretionary taxes (sales/use and property taxes) to pay their way *and* meet the needs of Hayward residents and businesses are important. Equally important, since developable land is limited, are strategies that discourage land use, development and businesses that do not generate sufficient revenue to pay their way without creating a public good. As the City of Hayward approaches build-out, the challenge will be how to ensure productive re-use of existing resources to create a healthy, self-sustaining city. Issues addressed in this Element include the following:

- *physical development*, including land availability and infrastructure;
- *resources*, including firms doing business in Hayward, employed residents, and the education system; and
- *financial capacity*, including the revenue structure, and sales tax and property tax trends.

Land Availability and Relationship to Markets

Hayward's central location in the Bay Area has attracted a wide variety of businesses. Hayward remains a very attractive location for manufacturers and distribution outlets where proximity to the entire Bay Area is important. The vast majority of businesses visited as part of the City's Business Retention Program have customers located in the Bay Area. Approximately 15% have customers located throughout northern California while 10% have customers located throughout the state or internationally. Experience with new business attraction activities has shown that, when a business is interested in locating in the Bay Area because its center of business is here, Hayward is very competitive. However, when that business' sphere of operations is northern California, almost all firms will choose to locate in the North Bay or even Sacramento County, where land prices and labor and housing costs are lower and congestion is somewhat reduced. Likewise, firms whose sphere of operations are statewide, or not dependent upon the Bay Area, have moved to locations within the Central Valley where land and labor are cheaper and access to major north-south transportation routes is excellent.

Land Prices and Availability

The City's location, land availability, and relatively low land prices have been valuable components in the growth and development of the industrial and retail markets. The City's location and relatively low land prices remain favorable conditions encouraging economic development. Land prices for industrially zoned land with appropriate infrastructure in Hayward compare favorably with nearby areas, including Oakland, San

Leandro, Union City, Newark and Fremont. Once a favorable condition, land availability has become a constraint due to the relatively small number of larger vacant parcels that are available for development.

Land prices will most probably rise as the supply of vacant developable land declines, reducing Hayward's competitive advantage. The cost of development can also be projected to increase if the remaining parcels are smaller infill parcels that must be assembled prior to development and the existing structures demolished before construction of new development can begin. The large number of small, vacant industrially-zoned and commercially-zoned parcels in the City and the small number of vacant parcels of any significant acreage remain one of the most significant issues that affect future development.

There are several ways that a city can increase the amount of land available for development. It can zone or rezone properties in appropriate areas for development; it can annex land within its sphere of influence and, if appropriate, zone it for industrial development; and it can create redevelopment areas in order to acquire and assemble small, relatively uneconomic properties to create parcels that can attract the type of development desired by the city.

Industrial/ Business Park Land Availability

Land availability is a primary issue for the City of Hayward. The amount of vacant land available for business expansion and new development has become quite limited. There are approximately 300 acres that are vacant and planned for industrial development. With the exception of the proposed Eden Shores complex, there are very few large parcels. Another 300 acres may be considered as underutilized with the potential for more intensive development.

Cities to the south of Hayward have much more vacant land available. For example, approximately 800 acres in Fremont are included in a planned development. New business parks have opened in Union City and Newark. Several Hayward businesses seeking to expand have relocated because of the lack of available land and facilities in Hayward.

The Hayward/Union City industrial market has been one of the last Bay Area markets to experience single digit vacancy rates due to the tremendous amount of warehouse space built in the 1980s, when this market area essentially doubled in size. Surrounding cities (Fremont, Livermore, Oakland, San Leandro) and Peninsula cities typically experience lower vacancy rates. The Hayward/Union City market experiences spillover from these surrounding cities, producing additional demand for warehouse facilities. Increased demand is projected to continue into the foreseeable future.

Commercial/Retail Land Availability

Vacant commercial retail properties face similar constraints to industrially-zoned land. There are only 13 acres vacant and planned for commercial development. Another 55 acres, consisting primarily of very small parcels, may be considered as underutilized. Very few of the vacant parcels are larger than one acre (between one and three acres). This poses a serious problem for attracting "big box" retail and other similar retail stores. A major chain store, which would attract customers within a five-mile radius, requires a site of at least four acres. While small parcels can be utilized for the type of upscale specialty retail desired by many Hayward residents, specialty chain stores (such as Starbucks) make locational decisions based primarily on disposable income, educational level and the distribution of similar flourishing specialty stores in the market area.

Relationship to Industrial and Commercial Markets

Industrial and Warehouse Market. Since Hayward's industrial area provides an excellent central location with access to suppliers and markets in the East Bay, Silicon Valley and San Mateo County, the area has been able to attract traditional manufacturing/distribution activities and high-tech related manufacturing and service industries. Realtors and brokers specializing in industrial and distribution space have indicated that Hayward is seen as an attractive place to expand or relocate by firms in northern San Mateo County (within proximity of the Hayward-San Mateo Bridge) and northern Alameda County. This suggests that Hayward will continue to see a strong demand for warehouse space even as the city seeks more light manufacturing and research and development companies.

Although Hayward is accessible to Silicon Valley, these firms perceive Hayward as being too far away. Nonetheless, due to low lease rates and the availability of appropriate space, Hayward continues to be attractive to relatively small high-tech and biotech firms that do not need to be located near Silicon Valley or the Berkeley-Emeryville area. The majority of business parks in Hayward are less expensive than similar business parks in Fremont, Dublin and Alameda, while Union City rates are similar to or slightly higher than Hayward, depending on the age and type of property on the market.

Quality research and development space in the East Bay has been increasingly difficult to secure and this trend should continue in the foreseeable future. The strong demand throughout the Bay Area will force tenants located in the higher-priced Peninsula and South Bay regions to expand their geographic search areas. In comparison, the more reasonable pricing in the East Bay market will continue to attract tenants from the surrounding markets while options for conversion to higher and better uses broaden purchasers location alternatives.

In recent years, Hayward has benefitted from a central location, available land and relatively inexpensive sales and lease rates as businesses from San Francisco, South San

Francisco, Brisbane and from the East Bay cities of Berkeley, Emeryville and Oakland have relocated to Hayward. However, when price has not been a significant factor in decision-making, some Hayward businesses, seeking to expand, have relocated to Fremont and Pleasanton in order to build or purchase new facilities with more of an upscale image. Other businesses that have relocated from Hayward to Union City, Newark, and Livermore have cited the current lack of available vacant land for new facilities, business and industrial parks as a key factor in these decisions.

Office Market. Hayward does not have an established reputation in the Bay Area office market. Most firms looking for office space in Hayward are serving a local market and seek newer space, expanded space or a more convenient location than their current offices within the local area. Although Hayward is well situated for the administrative functions of firms doing business throughout Alameda County and the Bay Area, Hayward's lack of reputation as an established office market means that most large firms will look elsewhere for space, and financing is not available for speculative office development. The few times that Hayward has been identified as an appropriate site for larger office uses looking to expand or relocate, available office space has been insufficient to meet the need.

The amount of office space has increased in Hayward's industrial area. A review of recent building permit data shows that most of the tenant improvements in the industrial area were for conversion of a portion of warehouse space to offices. This trend is expected to continue as uses intensify.

Retail Market. Hayward' s central location in the Bay Area has been a key factor in the success of the retail sales market. In the past, Hayward's retail establishments attracted most of the trade generated by local residents and captured business from outside the primary market area. In particular, new and used auto sales, auto supply establishments and general merchandise stores attracted customers from a wide market. More recently, there has been a significant increase in the number and type of retail establishments in surrounding cities. While Hayward still draws customers seeking to purchase automobiles, retail sales from general merchandise stores has declined during the past decade.

In recent years, Hayward has been in the top ten percent of all California cities in retail sales. In comparison with other cities in the I-80/880 corridor, Hayward ranked second in total sales in Alameda County, behind Oakland and ahead of Fremont. This is quite remarkable, considering the fact that Hayward is two-thirds the size of Fremont. San Leandro was first in average sales per outlet and average sales per capita, followed by Hayward. Average sales per outlet in six major retail categories (apparel, general merchandise, specialty, food and beverage, building materials and auto) are relatively high for the state as a whole and the other cities in the 1-80/880 corridor. This is a useful fact for recruiting businesses in these categories since retailers want the highest possible sales per outlet.

Infrastructure

Infrastructure consists of transportation and communications networks and water, sewer, wastewater and storm drain systems. Major upgrades of existing communications networks such as cable television and telephones are occurring throughout the Bay Area and high technology communications companies seek to install the latest equipment. Sound infrastructure planning has allowed Hayward to have very competitive rates and facilities fees (also see chapter on Public Utilities and Services).

Water and Water Rates

Hayward has the highest quality water in the San Francisco Bay Area. Unlike other cities, whose water contains a mixture of reservoir, well and surface waters, Hayward does not mix water from other sources with the water received from Hetch Hetchy Reservoir in the Sierra Nevada. Hayward's agreement with San Francisco's Hetch Hetchy Water System allows the City an unlimited supply of water. Hayward' s water rates are among the lowest of local water agencies in the Bay Area.

Waste Water and Waste Water Rates

Hayward's sewer system is one of the most efficient systems in the Bay Area with enough capacity to meet the City's needs over the next several decades. The City of Hayward provides wastewater collection and treatment services to residents within the city limits as well as several adjacent unincorporated areas. The collection system includes over 300 miles of sewers, including trunk lines of up to 48 inches in diameter, as well as 2.5 miles of force mains. The collection system also includes two major lift stations and five smaller lift stations. Most mains were constructed within the last 40 years.

The City's Water Pollution Control Facility provides primary and secondary treatment of the influent wastewater. The plant currently has a rated capacity of 16.5 million gallons per day (mgd), with a current average dry weather flow of about 11.0 mgd. The City's ultimate dry weather flow with full development as envisioned in the General Plan is projected to be around 16.5 mgd as well. Hayward's monthly sewer charges are among the lowest in the East Bay, and connection fees are also very reasonable with no hidden assessment charges .

Storm Drain System and Rates

The major part of Hayward's storm drain system is maintained by the Alameda County Flood Control and Water Conservation District. The County charges users a fee based on the flood control zone in which they are located. Property owners are charged a fee by the City (on the property tax bill) to cover pollution prevention and control, cleaning of catch basins and storm drain lines. Hayward's storm drain system has enough capacity to support future business development.

Transportation Network

Three railroad lines run through Hayward with connecting rail spurs to many industrial sites. Hayward is also a scheduled passenger stop on Amtrak's Capitol Corridor line between Sacramento and San Jose. In addition, over 100 truck lines and carriers provide service to Hayward. Hayward has excellent access to markets within the Bay Area and to major routes extending through northern and southern California. Interstates 880, 580 and State Highways 238 and 92 converge in Hayward. The Hayward-San Mateo Bridge provides access to Silicon Valley to the south and San Francisco to the north. This transportation network makes Hayward an excellent location for reaching vital markets throughout California, the United States, and the Pacific Rim.

The road network in some parts of the Industrial Corridor needs to be upgraded and expanded. In the past, an Industrial Assessment District has been proposed as a way of financing needed improvements, but the cost of the assessments to make the improvements was higher than most property owners wanted to pay. This funding mechanism may warrant renewed attention in the future, particularly since the reauthorization of Measure B provided partial funding for several improvements.

Traffic Fees

Almost all cities in Alameda County have traffic impact fees to provide funds for continual improvement of local roads. While Hayward does not have a traffic fee, the Supplemental Building Construction and Improvement Tax for new construction has been very competitive with traffic fees in other cities in the County.

Telecommunications Network

The City is very supportive of the creation of state-of-the-art technological infrastructure for business and educational uses throughout the city, particularly in the industrial areas, downtown, and the Chabot College and California State University-Hayward campuses. Fiber optic installations are very important to continued development of the Industrial Corridor and overall economic competitiveness of the city. The City has worked with various telecommunications companies to wire the city utilizing a fiber optic backbone to allow modern forms of high speed voice and data transmission. There are seven different companies that have existing or planned routes. Existing routes extend to all parts of the Industrial Corridor. Two of the existing routes serve the Downtown area and California State University-Hayward. Other major routes follow the Union Pacific Railroad tracks and the PG&E transmission lines. Major proposed routes would extend along Upper B Street, Mission Boulevard, and West A Street.

Employment Base and Local Resources

Hayward's economic development resources consist of its businesses, its employed residents, its training and education systems, and the local business climate.

Sales Tax Generators

Hayward has an exceptionally diverse array of sales tax generating businesses. This diversity has been a key factor in Hayward's economic health throughout the boom and bust of California's economic cycles. In recent years, studies have shown that Hayward received approximately 50% more sales tax in total dollars than the average California city.

Hayward has a relatively balanced retail base. Nine business sectors are represented among the top 20 sales tax generators. Light industry, new autos, office equipment, department stores, and manufacturing materials are the sectors represented among the top ten sales tax generators.

Approximately 40% of Hayward's taxable sales are from business-to-business transactions. This is one of the highest rates for cities in Alameda County. Business to business sales include office equipment, electronic equipment, business services, energy sales, chemical products, heavy industry, light industry, and leasing.

Employment Generators

According to the City's business license database, there are approximately 9,000 businesses in Hayward. Firms in Hayward represent more than 124 business sectors. This diverse economic base enabled Hayward to sustain itself during the recession in the early 1990s. Continuing changes in the health care industry are reducing jobs throughout the entire system; from hospitals to skilled nursing facilities. Mergers have eliminated jobs throughout the financial services industry. Job losses in department and variety stores were due to the California recession, intense competition from big box retailers and mergers between department stores.

Regional Job Growth

According to the employment forecasts as contained in the *Projections 2000* report by the Association of Bay Area Governments (ABAG), job growth should slow somewhat through the year 2005 as state and regional economies experience a period of adjustment. Beyond the next few years, the rate of job growth is expected to increase steadily by 2010, and then remain relatively stable through 2020. Projections for the Hayward area generally reflect trends and expectations for the region as a whole. The assumptions regarding the supply and availability of land are consistent with local data as well as policies of the General Plan.

The total job gain for the 20-year horizon period for the Bay Area is almost one million new jobs. The largest Bay Area growth sector is anticipated to be in the Services sector, with over 52% of the total job growth. It should be noted that the Services category includes business services, which encompass computer software firms, internet service providers, and related high technology services. Computer hardware manufacturing is included in the Manufacturing sector. The three remaining sectors are Manufacturing and Wholesale (19 percent), Retail (11 percent), and Other (19 percent). In terms of growth at the county level, Alameda County is expected to capture 23 percent of the total Bay Area growth with nearly 220,000 new jobs. In the Manufacturing/Wholesale sector, County growth will comprise about 22 percent of the total growth within the Bay Area. The County Service sector growth represents 21 percent of Bay Area growth. This sector represents the largest amount of net new jobs, almost 110,000. Overall, Hayward should account for 8 percent of the total job growth within Alameda County with almost 22,000 new jobs to be created by the year 2020.

Table 4-1.

Change in Job Demand: 2000-2020 *(Note: All numbers are in addition to existing jobs)*

Sector	**Bay Area**	**Alameda County**	**% of Bay Area Job Growth**	**Hayward**	**% of County Job Growth**
Manf/Whls	186,660	40,740	22%	5,220	13%
Retail	105,820	23,000	22%	650	3%
Services	521,400	109,980	21%	13,950	13%
Other	186,710	46,010	25%	2,040	4%
Totals	1,000,590	219,730	23%	21,860	8%

Source: ABAG *Projections 2000*

Hayward Employment Trends

According to ABAG, total employment in Hayward was 90,080 in 2000, with 43,696 (48%) of these jobs located in the Industrial Corridor. Total employment in the city increased 18% over the 76,440 jobs in 1990, while employment in the Industrial Corridor increased 32% above the 33,041 jobs in 1990. The Industrial Corridor accounted for 43% of the total employment in 1990. Employment was relatively stable in the early 1990's, even while significant job losses were occurring elsewhere in the Bay Area due to military base closures and the California recession, because of Hayward's diversified industrial base. Employment growth during the latter part of the decade can be attributed to the economic resurgence at the regional, state and national levels. According to ABAG, employment in the Hayward area is expected to increase by almost 22,000 (24%) over the next twenty years, with an increase of 12,673 jobs (29%) anticipated in the Industrial Corridor. If these forecasts are realized, the Industrial Corridor would account for 58% of the growth in jobs, increasing its share of total employment within the city to 50%.

Employed Residents By Industry and Occupation

According to available Census data, there has been an increase in the number of Hayward residents employed in the following industries: finance/insurance/real estate, wholesale trade, communications/public utilities, transportation, and construction. The number of residents employed in manufacturing durable goods has decreased. In general, Hayward residents appear to be employed in the same industries that do business in Hayward, although, residents may work for firms that are not located in Hayward.

Between 1980 and 1990, the number of Hayward residents in various occupations increased as follows: executive/administrative/managerial, professional (65.4%), professional and technical services (43.5%) , sales (41%) , and personal services (20.4%). This change has resulted in increased demand for housing for professional and managerial employees. The one occupation in which the number of Hayward residents declined was machine operatives (-12.8%). This appears to be consistent with the decline in manufacturing jobs and the decrease in the number of Hayward residents employed in manufacturing that occurred during this time period.

Occupational Outlook

The State Economic Development Department (EDD) projects openings by occupation, based on survey data collected from employers. In recent years, in Alameda County, occupations with the most openings have been in relatively low wage fields such as retail salespersons, cashiers, clerical, waiters and waitresses, janitors, food preparation workers and many different types of clerks. Out of the 25 occupations with the most openings, only three--general managers/top executives, computer programmers, and accountants/auditors--were higher wage jobs that require a college or technical education. The occupations with the highest growth rate are not the occupations with the most openings. In general, those occupations require higher education and are relatively high wage jobs such as tax examiners, computer engineers, technical writers, and data processing equipment repairers.

Elementary and Secondary Education System

Hayward Unified School district serves over 20,000 students of varied cultures, languages, and backgrounds. The district's diversity, openness to change, and commitment to student learning have led to its recent involvement in several major school reform projects. In addition, increased revenues are resulting in higher teacher salaries and lower class sizes, which benefit classroom programs and help improve student learning.

Problems do remain. Many schools still have relatively high transiency rates and many are now close to physical capacity. In recent years, the District's high schools have had approximately the same college attendance rate as the New Haven and San Lorenzo school districts and Alameda County as a whole. However, the rate is lower than the San Leandro and Fremont districts. The District's dropout rate is higher than surrounding districts; however, new programs have been implemented which focus on at-risk students and these programs are beginning to show some positive results. There have also been coordinated efforts to improve educational achievement including Healthy Start (with city, county, and nonprofit organizations) and the School-To-Career program (with Chabot College and Cal State Hayward).

Post-Secondary Educational Opportunities

Hayward is unique among East Bay cities in having an educational system that takes students from kindergarten to college graduation. Hayward is home to Chabot College, a community college, and to California State University at Hayward (CSUH). CSUH is a leader in multimedia studies. It has one of the top business schools in the State system and has been a training ground for entrepreneurs from Russia and China. Both Chabot and CSUH work closely with employers to tailor training programs for employees. The University of California, Berkeley; the University of California, San Francisco; and Stanford University are nearby. In addition there is a myriad of other educational resources located in Hayward, including the Hayward Adult School, business colleges, technical training programs, a Regional Occupational Program, and a Career Center for displaced workers.

Local Business Climate

According to past surveys of Hayward firms, the most important factors attracting them to Hayward were access to markets, relatively low lease rates/building costs, access to transportation facilities, proximity to owner's residence, and labor availability. Local commercial and industrial brokers have indicated that these same factors, with the exception of proximity to the owner's residence, remain important today.

Streamlining city government, particularly the development process, continues to be an important issue for businesses and realtors. The City has made significant progress in improving the development review and permitting process. As Hayward has improved its development process, so have surrounding localities. Cities have begun to compete for certain types of new business and a streamlined regulatory process provides a competitive advantage.

In recent years, equipment financing and working capital financing were the most common forms of credit sought by the companies surveyed. Two critical problems were that access to capital was difficult for firms that had not been in business more than five years, and that many lenders found it uneconomical to fund loans below $100,000. As a result, the City developed a small business revolving loan program to provide financing for expanding credit-worthy businesses unable to obtain loans of less than $100,000 and to assist businesses in packaging Small Business Administration loans.

Financial Capacity and Development Incentives

Long-term political, legal, and economic trends impact the fiscal health of cities and counties. Political factors include: cutbacks in federal and state assistance; state preemption of City revenue by exempting select industries/businesses from local taxes; state efforts to balance its budget by changing the property tax distribution and new charges for county services as the County attempts to balance its budget. Legal factors include: voter-established limitations on cities' revenue-raising authority (Propositions 13 and 62); unfunded costs of federal and state mandated programs; and legal and legislative actions entitling major industries and businesses to exemptions, reductions, and tax refunds. Economic factors include: certain industries/businesses not covering their fair share of city services and competitive disadvantages leading to business defections.

Revenue Structure

In response to these factors, all cities, including Hayward, have changed the way in which the cost of development is allocated to ensure that new development pays its own way as much as possible. The typical business expects the city in which it is located to provide police, fire, infrastructure and other services to support and protect its business operations, including its customers, suppliers, and employees. In return, the city expects each business to pay for its fair share of services provided. Cities today are aware that if a business generates insufficient revenue to fund its fair share of municipal services, the residents and other businesses located in the city wind up subsidizing the difference through reduced services and/or additional taxes.

There are a number of different sources of General Fund revenue. These sources are described in the City of Hayward Budget and summarized below. Revenue calculations are based on the Comprehensive Annual Financial Report for FY1999-2000.

Sales Tax. Hayward receives $0.01 (12%) of the $0.0825 tax collected per dollar of taxable sales. The sales tax provided approximately 38.2% of the City's total General Fund revenue.

Property Tax. Hayward receives less than 20% of the property tax generated locally. Alameda County receives 35%, the public schools receive 23%, and special districts receive 22%. The property tax provided approximately 18.0% of the City's General Fund revenue.

Motor Vehicle License Fees ("In-Lieu Tax"). These are special license fees established by and received from the State designed to compensate local agencies for the impact of vehicles in their communities. The in-lieu tax is based on individual vehicles' market value and depreciation rates and is allocated to cities and counties on the basis of population. The in-lieu tax provided approximately 8.1% of General Fund revenue.

Property Transfer Tax. This tax, currently assessed at the rate of $5.60 per thousand dollars, is levied on the value of the sale of real property. Of this amount, $4.50 goes to the City and $1.10 is the documentary stamp tax levied by the County. This is a volatile revenue source, since it is based solely on the frequency and magnitude of local real estate transactions. The property transfer tax provided about 5.0% of General Fund revenue.

Transient Occupancy Tax (TOT). This tax is levied on each guest's hotel/motel room bill. The TOT is 8.5% per dollar. The transient occupancy tax provided about 1.8% of General Fund revenue.

Business License Tax. The City requires all firms doing business in Hayward to obtain an annual business license. Business license taxes provided approximately 2.3% of General Fund revenue.

Gas Tax. The State distributes gas tax revenue to cities and counties on the basis of population. The gas tax accounted for approximately 1.1% of General Fund revenue.

Franchise Fees. The City charges franchise fees to utility companies doing business in Hayward, including Waste Management of Alameda County, PG&E, TCI (cable TV), and the City's Water and Sewer Fund. Franchise fees accounted for approximately 2.0% of General Fund revenue.

Supplemental Building Construction and Improvement Tax. The City has established a tax on new development based on square footage and type of use. This tax contributed 2.3% of General Fund revenue.

All other sources accounted for the remaining 21.3% of the City's General Fund revenue.

Fiscal Condition

Overall, Hayward is in a relatively healthy condition in comparison with many California cities. However, permanent property tax take-aways by the State have had an impact on Hayward. More recently, Hayward's General Fund revenue has increased significantly with the economic boon and now appears to be stabilizing as the economy slows down. The challenge facing Hayward is to develop strategies to ensure that revenues continue to increase over time as the amount of vacant land available for development declines.

Development Incentives

Since sales and property tax revenues are the major components of General Fund revenues, methods by which the City can increase these revenue sources will have a substantial positive impact. Hayward can increase these revenues by encouraging land uses, developments and businesses that generate sufficient revenue to pay their way from non-discretionary taxes, such as sales/use and property taxes.

Sales tax revenues are the biggest portion of Hayward's budget. Although they are somewhat volatile, due to changes in the economy, sales tax revenues can be increased through business attraction and retention activities that build on Hayward's strengths.

Hayward's central location has been a significant factor in attracting manufacturers and warehouse/distribution outlets, some of whom generate business-to-business sales. The balance between retail sales to businesses and sales to individual consumers has provided Hayward with relatively reliable revenues throughout most economic cycles.

Business-to-business retail sales are typically larger in dollar volume than are sales to individual consumers and may draw from a wider geographic area. The business- to-business retail sales category is one of the largest components of Hayward's sales tax revenue, accounting for approximately 33-40% of total annual revenues in this category.

From the Alameda County local government perspective, the most effective non-financial incentives include direct contact with potential or existing businesses, ombudsperson services and fast-tracking development projects. The most effective financial incentive programs in recent years remain use of redevelopment agency funds, tax-exempt bonds and community development block grant loans.

In recent interviews with businesses, the firms were asked to rank the importance of criteria considered in their location decision. The top three criteria were as follows:

1. Availability of an appropriate size site.
2. Service by regional highway systems and transit systems.
3. Proximity to labor force with desired skills.

Businesses said that the most important non-financial incentives from government were assistance with the permit process and fast-tracking projects. The most important financial incentives from government were low-cost loans, assistance with employee recruitment and retention, and incentives associated with state enterprise zones.

Hayward currently offers the following incentives, depending on the business type:

Financial assistance. Types of assistance include CDBG loans, assistance with SEA loan packaging, deferral of some City fees for high priority projects, assistance with land assembly and land-write downs in the redevelopment area, construction of infrastructure, and tax-exempt and taxable industrial bond financing.

Non-financial assistance. Types of assistance include pre-application meetings, fast-track development processing, and meetings with architects, engineers, and contractors on an as-needed basis. No site plan review is required within the Industrial District as long as the project meets design guidelines.

Since sales tax revenue is an important element of Hayward's fiscal health, identifying and utilizing incentives that will encourage businesses to generate the maximum sales volume from a Hayward location is very important. The City should make it as "painless" as possible for *existing* manufacturing and warehouse/distribution outlets to expand their Hayward-based sales force or become points of sale. Incentives include:

- Making it fast and easy to move through the development process to obtain a final inspection and/or a Certificate of Occupancy;
- Deferring, reducing or waiving appropriate discretionary development taxes/fees for tenant improvements that create sales office space. The amount and type of financial incentive would depend upon the amount of sales tax expected to be generated over the lease term.

ECONOMIC DEVELOPMENT POLICIES AND STRATEGIES

Community Development

1. Utilize an economic strategy that balances the need for development with other City goals and objectives.

1. Preserve and enhance Hayward's assets and character, which make it attractive as a residential community and as an economic investment.

2. Undertake adaptive reuse of older commercial structures and create complementary and compatible new development of high quality.

3. Approve development opportunities that result in minimal adverse impacts to the City's environment.

4. Prior to approval, identify the full costs and benefits of individual new developments and appropriately attribute those between the public and private sectors.

Land and Infrastructure

2. Create a sound local economy that attracts investment, increases the tax base, creates employment opportunities for residents and generates public revenues.

1. Revitalize declining commercial and industrial areas and obsolete facilities through rezoning, redevelopment, rehabilitation and other available means.

2. Work cooperatively with local business and industrial associations to improve the general business climate and to stimulate new business investment.

3. Ensure that there is adequate infrastructure (electricity, water, sewer) to support existing and new development.

4. Work with the public and private sectors to ensure that the city is adequately served by fiberoptic networks and other telecommunications facilities.

5. Ensure that an adequate supply of land is zoned for industrial and business park uses; limit uses that would erode the integrity of the Business and Technology Corridor.

6. Improve traffic conditions in the Business and Technology Corridor by coordinating roadway and transit improvements, perhaps through the establishment of an Industrial Assessment District.

7. Promote and protect the appearance of the Business and Technology Corridor to encourage quality development.

8. Identify sites for expansion of existing commercial, business park and industrial uses and for new development.

Employment Opportunities

3. Facilitate the development of employment opportunities for residents.

1. Promote commercial and industrial development to create and maintain the maximum job opportunities for area residents.

2. Facilitate the entry of Hayward residents into job training programs to enable them to hold meaningful, well paying jobs.

3. Work with job training organizations serving Hayward residents to ensure that their programs are preparing residents for jobs in growth sector industries.

Business Climate

4. Continue to enhance the City's image in order to improve the business climate.

1. Publicize positive images of Hayward through placement of articles in the local media and business journals.

2. Publicize/promote Hayward as an excellent place to do business by building on Hayward's competitive advantages, such as location, sewer capacity and water rates.

3. Promote Hayward as a city that has a broad variety of occupations and family incomes, ethnic diversity, diverse lifestyles and housing accommodations, a broad range of commercial services, educational and job opportunities, and many recreational opportunities.

4. Promote Hayward as a destination for nonresidents.

5. Provide excellent customer service by demonstrating that government listens to its customers, and by continuing to improve the development permit process and customer service training.

6. Develop long-term plans and pursue other endeavors that serve to enhance the Hayward community.

7. Apply new technologies to the development process to better serve Hayward customers, including technological improvements to the City's provision of services and collection of revenue.

8. Place emphasis on major arterials, gateways to the City, the Downtown and the Industrial Area, in landscaping maintenance and improvements, street cleaning, graffiti removal, and enforcement of community preservation, building codes, zoning and sign ordinances.

Business Attraction and Retention

5. Attract new businesses.

1. Business attraction efforts should focus on sales tax and employment generators; high performance, fast-growing firms and community-serving retail as well as high technology and other industries that will enhance the local economy.

2. Conduct outreach activities to suppliers and purchasers to attract new business and expand existing businesses:

3. Inventory available land and available facilities (in cooperation with the commercial real estate sector) for new business development and business expansion for sales tax and employment generators.

4. Create opportunity zones within close proximity of major highway interchanges to attract large retail operations, discounters, and other regional-serving establishments (such as hotels with conference centers).

5. Conduct outreach to identify upscale retail (such as bookstores, coffee stores, gourmet food shops, etc.) that could serve the Hayward community, the surrounding region and commuters.

6. Attract and assist medium size firms (15 to 50 employees) in recognized growth sectors including retail trade and services and high-tech, biotech, and research and development firms.

7. Streamline the development process so that it works effectively and efficiently for the customer, through early identification of issues and expectations and application of the "spirit of the law," as well as the "letter of the law".

6. Retain existing businesses.

1. Identify fast-growing firms, complementary businesses, and others with potential for expansion, and develop programs to assist them to expand in Hayward.
2. Retain small businesses and facilitate their expansion efforts.
3. Expand small business revolving loan program.
4. Continue business retention visits and assistance.
5. Continue to provide technical assistance to businesses during the development permit process.

CHAPTER 5: HOUSING

Table of Contents

Legal Foundation of the Housing Element 5-1

Organization of the Housing Element 5-3

Housing Needs 5-4
- Historical Overview 5-4
- Socioeconomic Profile of the Planning Area 5-5
  - Population and Household Growth 5-5
  - Household Size and Composition 5-6
  - Race and Ethnicity 5-10
  - Age of Population 5-12
  - Income 5-13
  - Employment Trends 5-15
  - Projected Change in Job Demand 2000-2020 5-16
  - Hayward Employment Trends 5-17
  - Update on the Economy 5-18
  - Regional Housing Needs Determination/Housing Development Potential 5-20
  - Housing Units 5-21
  - Housing Condition 5-23
  - Housing Condition Survey 5-26
  - Housing Conditions – Multifamily Developments 5-30
  - Housing Affordability 5-32
  - Housing Cost Burden for Owners 5-33
  - Tenant Housing Costs as a Percentage of Household Income 5-34
- Special Needs Housing Analysis and Estimated Number of Households 5-37
  - People with Disabilities 5-37
  - Senior Citizen Households 5-40
  - Large Households 5-41
  - Farm workers 5-42
  - Homeless 5-43
- Constraints On The Production Of Housing 5-45
  - Background 5-45
  - Governmental Constraints 5-45
  - Development Patterns and Trends 5-46
  - Land Use Controls: General Plan and Zoning Ordinance 5-48
  - Permitted Uses and Site Requirements 5-51
  - Parking Requirements 5-55
  - Development Incentives 5-56
  - Infrastructure Capacity 5-56
  - Site Improvement Requirements 5-57
  - Government Fees 5-57
  - Processing Time 5-58
  - Building Codes 5-60
  - Constraints on the Development of Housing for Persons with Disabilities 5-62

Non-Governmental Constraints 5-64
Cost of Land 5-64
Public Opinion 5-65
Environmental Constraints 5-65
Construction Costs 5-66
Financing Availability 5-66
The Cost of Producing Affordable Housing 5-67

Preservation of Affordable Housing Projects 5-68
Rent-Restricted Units "At Risk" of Converting to Market Rate 5-68
Replacement and Preservation Costs for Assisted Housing 5-69
Resources for Preserving At-Risk Units 5-69

Hayward's Ability to Meet the Regional Housing Needs Determination 5-71
Land Available to meet the Regional Housing Needs Analysis 5-71

Housing Policies And Strategies 5-77

List of Tables

Table 5.1: Population and Households: 1970-2000 5-6
Table 5.2: Comparison of Average Family and Household Size 1980-2000 5-7
Table 5.3: Percentage of Variously Size Households Over Time 5-7
Table 5.4: Household Size and Tenure 5-8
Table 5.5: Number of Bedrooms By Tenure 5-9
Table 5.6: Household Size Bedroom Mix 5-9
Table 5.7: Racial/Ethnic Diversity 1990 – 2000 5-10
Table 5.8: Household Size, Family Size and Race/Ethnicity 5-11
Table 5.9: Average Household Size by Tenure and Race/Ethnicity 5-11
Table 5.10: Change in Age Distribution 1980-2000 5-12
Table 5.11: Percentage Change in Population by Age 5-12
Table 5.12: Tenure by Age of Households 5-13
Table 5.13: Comparison of Income Information Among Cities in Alameda County 5-14
Table 5.14: Comparison of Percentage of Families below Poverty Level 5-14
Table 5.15: Median Household Income and Household Tenure by Race/Ethnicity 5-15
Table 5.16: Location of Employment For Hayward Residents 5-15
Table 5.17: Change in Job Demand: 2000-2020 5-17
Table 5.18: Changes by Industrial Sector, August 2000-2001 5-18
Table 5.19: Population Changes 2001- 2002 in Selected Cities 5-19
Table 5.20: Regional Housing Needs Determination: 1999-2006 5-20
Table 5.21: Housing Units 5-21
Table 5.22: Housing Unit Type: 1960 – 2000 5-22

Table 5.23: Percent of Ownership Type Housing Units 1990-2000 5-22
Table 5.24: Owner-Occupied Housing Units 1990-2000 5-23
Table 5.25: Age of Housing Stock 5-24
Table 5.26: Tenure by Age of Housing Stock 5-24
Table 5.27: Housing Age by Neighborhood Planning Area 5-25
Table 5.28: Housing Condition by Neighborhood Planning Area 5-26
Table 5.29: Housing Condition Survey Results by Selected Neighborhood Planning Areas .. 5-29
Table 5.30: Housing Condition Survey Results by Unit Type in Selected Neighborhood Planning Areas 5-30
Table 5.31: Rental Housing Condition in 2000 5-31
Table 5.32: Affordable Rental Housing Units 5-32
Table 5.33: Ownership Affordability Gap – Single-family Home 5-34
Table 5.34: Gross Rent as a Percentage of Household Income, 1999 5-35
Table 5.35: Rental Housing Market Analysis 5-36
Table 5.36: Types of Disabilities 5-38
Table 5.37: Number, Median Income, and Poverty Status of Hayward Seniors 5-40
Table 5.38: Percent of Senior Households with Incomes at or below HUD Low Income 5-40
Table 5.39: Senior Households' Tenure 5-40
Table 5.40: Head of Household Gender 5-42
Table 5.41: Household Types for Selected Cities and Alameda County 5-42
Table 5.42: Homeless Programs 5-44
Table 5.43: Zoning Densities and General Plan Compatibility 5-50
Table 5.44: Residential Development Standards by Zoning District 5-51
Table 5.45: Parking Standards for Residential Development 5-55
Table 5.46: Municipal Services 5-56
Table 5.47: Building Permit Processing Time 5-60
Table 5.48: Housing Developments Accessible to Persons with Disabilities 5-63
Table 5.49: Assisted Housing At Risk of Conversion to Market Rate 5-68
Table 5.50: Funding Sources for Affordable Housing Development 5-70
Table 5.51: ABAG Regional Housing Needs Determination: 1999-2006 5-71
Table 5.52: Units For Which Building Permits Were Issued During Planning Period 5-71
Table 5.53: Vacant Land Inventory 5-72
Table 5.54: Inventory Of Land Zoned To Allow Residential Development That Could Be Redeveloped 5-73
Table 5.55: Housing Development Potential Of Residentially Zoned Land 5-75
Table 5.56: Hayward's Ability To Meet Regional Housing Need 5-75

5. HOUSING

The purpose of the Housing Element is to identify local housing issues within the broader regional context, determine associated housing needs, and set forth a housing strategy which will address those needs, consistent with adopted goals and policies. The Housing Element is a mandatory component of a jurisdiction's general plan, and upon certification by the Department of Housing and Community Development, will comply with state law.

This Element proposes a specific, short-range (January 1, 1999 - June 30, 2006) housing strategy to meet identified housing needs and to achieve adopted goals and objectives. This strategy complements the more general, long-range implementation program contained in the General Plan. Consequently, the Element will need to be updated and revised where necessary at least every five years, as required by state law.

Legal Foundation of the Housing Element

California State Housing Element Law requires that local jurisdictions present community housing needs, barriers or constraints to meeting those needs, and actions proposed to address those needs over a five-year period. Additionally, in accordance with other State requirements, the Association of Bay Area Governments (ABAG) allocates a "fair share housing need" that the City must consider in the development of the Housing Element. The fair share need is an estimate of the number of new units that must be produced in the City to meet anticipated demand over a five-year period.

Specifically, California Housing Element Law is intended to:

Assure that each locality recognizes its responsibility to contribute to the attainment of the State's housing goal.

Assure that each locality will prepare and implement a housing element that, along with federal and state programs, will move toward attainment of the state housing goal.

To recognize that each locality is best capable of determining what efforts are required by it to contribute to the attainment of the state housing goal, provided such a determination is compatible with the state housing goal and regional housing needs.

To ensure that each locality cooperates with other government entities in order to address regional housing needs.

The Housing Element must identify and analyze existing and projected housing needs and present goals, policies, quantified objectives, financial resources, and specific programs for the preservation, improvement, and development of housing. Further, the Housing Element must identify adequate sites for housing, including rental housing, factory-built housing, and mobile homes, and make adequate provision for the existing and projected needs of all economic segments of the community. The Housing Element must contain the information as described in the following sections:

Housing Needs and Housing Inventory

This is an assessment of housing needs and an inventory of resources and constraints that may impact meeting of those needs, including:

- Presentation and analysis of the demographic characteristics of the City of Hayward including, population and employment trends and existing and projected housing needs for all income levels;
- An analysis of household characteristics related to housing, including housing costs compared to ability to pay, overcrowding, and housing stock conditions;
- An inventory of land suitable for residential development, including vacant sites and sites with the potential to be redeveloped as residential uses;
- An analysis of actual and potential government policies and practices that may be constraints impacting the maintenance, improvement, or development of housing for all income levels;
- An analysis of potential and actual non-governmental constraints.
- An analysis of any special housing needs, including the needs of the handicapped, elderly, large families, farm workers, families with female heads of households, and families and persons in need of emergency shelter;
- An analysis of opportunities for energy conservation in residential developments; and
- An analysis of existing assisted housing developments that are eligible to change from low-income housing uses during the next 10 years due to termination of subsidy contracts, mortgage prepayment, or expiration of restrictions on use.

Housing Goals, Objectives and Policies

The City must provide a statement of the community's goals, quantified objectives, and policies relative to the maintenance, preservation, improvement, and development of housing.

Housing Program and Five-Year Implementation Plan

The law requires the City to provide a program that sets forth a five-year schedule of actions the City will undertake or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element. In order to make adequate provision for the housing needs of all economic segments of the community, the program shall do all of the following:

- Identify adequate sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income levels;
- Assist in the development of adequate housing to meet the needs of low- and moderate-income households:
- Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing;
- Conserve and improve the condition of the existing affordable housing stock;
- Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color;
- Preserve for lower income households the identified assisted housing developments.

Organization of the Housing Element

As all elements of the City's General Plan have been updated simultaneously, the Housing Element has been incorporated with the other elements in a single document. Some of these elements, including the Housing Element, present analysis that is so voluminous that it is best presented in an appendix. The information and analysis that supports the Housing Element is located in the following General Plan appendices or is available as separate documents as noted:

- Family Size and Households by Census Tracts (see Appendix B)
- ABAG Regional Housing Needs Determination (see Appendix H)
- Inventory of Vacant and Underutilized Parcels by Planned Land Use (see Appendix E)
- City of Hayward Design Guidelines (available as separate document)
- Fees associated with new development (available as separate document)
- Description of Housing Programs (see Appendix I)
- Location of the Hayward Fault (see Appendix L)
- Growth Management Change Areas Map (see Appendix E)
- Map of Proposed Projects in the Downtown Area (available as separate document)
- Opportunities for Energy Conservation in Residential Development (see Appendix O)
- Public Participation and Review Process (available as separate document)
- Evaluation of Previous Housing Element Goals and Policies (available as separate document)

Housing Needs

Historical Overview

In 1851, a frustrated gold miner named William Hayward opened a general store on (what is now) the corner of "A" and Main Streets. Located in southern Alameda County on the east shore of San Francisco Bay, Hayward was incorporated in 1876 and essentially remained a small town with an agrarian economy on the urban fringe of San Francisco and Oakland until the close of World War II.

Since that time, Hayward has undergone substantial changes. Between 1950 and 1960, Hayward's population increased over 400%. This population boom, created a demand for single-family detached housing. More than 70% (approximately 15,000 units) of Hayward's single-family detached homes were built between 1950 and 1960. From 1960 to 1990, only 3,411 units of single-family housing were developed. Between 1990 and 2000, approximately 2,930 units of single-family housing were developed -- only 500 less than the total amount of units developed in the preceding thirty years.

Prior to 1960, there were relatively few (approximately 1,400) multifamily housing units in Hayward. To accommodate the substantial population increase and minimize the costs to extend city water, storm drain and sewer throughout Hayward, developers began to focus on creating multifamily housing. Between 1960 and 1970 approximately 7,000 units of multifamily housing were built. In the next two decades, approximately 10,000 units of multifamily housing were developed. As a result of the post-war housing construction boom, Hayward was transformed into a suburban bedroom community.

During the late 1960s and 1970s, Hayward experienced a surge in industrial development that created numerous employment opportunities, balancing to some extent the housing that was developed earlier.

Hayward's character remains in transition as the City evolves from a suburban community to a more urbanized older city. The downtown core is undergoing revitalization as housing units and retail stores are added to create transit-oriented developments. Over 500 units have been built. Since 1997, approximately 300 more are either under construction or in the design phase. A Cannery Design Plan has been adopted to renew the old Hunt's Cannery area with mixed use, high density residential development including 786-962 units of new housing, a new school and community center. Approvals have been granted for up to 785 new units in the Hayward Hills and approximately 530 units south of State Route 92.

Hayward, today, is a city of approximately 140,000 people (2000 US Census). It is one of the oldest cities within the San Francisco-Oakland-San Jose area, a region with a population of almost 6 million people. Although Hayward is an employment center, substantial commuting occurs through Hayward and between Hayward and other major employment centers and outlying satellite communities. This is primarily due to the high cost of housing in the Bay Area; many people cannot afford to live in the type of housing they desire near their site of employment.

Prior to 1998, the sales prices of new homes in Hayward were less expensive than in most other cities in Alameda County. Prices of existing homes and rentals were also low compared to surrounding cities. According to the Bay East Association of Realtor's Multiple Listing Service data, over the two-year period from September 1998 to September 2000, the sales prices of single-family homes increased more than 53%. The one-year increase from September 1999 to September 2000 was greater than 24%. Recently, the housing market has softened due to the weakness in the Bay Area economy but home sales prices continue to increase in single digits. (BayEast Association of Realtors)

Socioeconomic Profile of the Planning Area

Population and Household Growth

Following Hayward's explosive growth during the 1950s when the population expanded by more than 400 percent (from 14,000 to over 72,000), the rate of increase slowed during the 1960's to 28 percent and nearly halted during the 1970s. Between 1980 and 1990, the City's population increased 11 percent, a growth rate that was only slightly lower than that experienced by Alameda County during that decade.

According to the U.S. Census Bureau, the City's total population was 140,030 as of April 1, 2000. This represents a 25% increase, or almost 29,000 people, over the 1990 Census population count of 111,498. There may be a number of reasons for this surprising increase:

- There may have been a significant undercount in the 1990 Census, particularly among immigrants who were least likely to fill out census forms;
- Approximately 3,000 people were added due to annexations;
- A number of adult children (and their children) may have returned to their parents' homes due to high rents and/or the desire to save for a down payment;
- Higher birth rates and/or increased family size characteristic of Hayward's primary ethnic groups and
- Close to 3,000 units of newly constructed housing in Hayward.

While approximately 140,000 people reside within the City limits, approximately 25,000 additional persons live in Hayward's Sphere of Influence (SOI) that includes the adjacent unincorporated areas of Fairview and Cherryland, as well as the unincorporated county area known as Mt. Eden which is surrounded by the existing City limits. The accompanying tables indicate growth trends over the past three decades for the City of Hayward and Alameda County, and also present current projections of total population, the number of households, and household population for the City of Hayward, Alameda County and the Bay Area.

Table 5.1: Population and Households: 1970-2000
City of Hayward and Alameda County

HOUSEHOLDS	1970	1980	1990	2000	Change 1970-80	Change 1980-90	Change 1990-00
Hayward	28,608	34,600	40,071	44,804	20.95%	15.81%	11.81%
Alameda County	379,766	427,327	480,079	523,366	12.52%	12.34%	9.02%
POPULATION							
Hayward	93,058	94,167	111,343	140,030	1.19%	18.24%	25.76%
Alameda County	1,073,183	1,105,379	1,279,182	1,443,741	3.00%	15.72%	12.86%

Source: *U.S. Bureau of the Census for the years 1970, 1980, 1990 and 2000*

One of the most interesting facts shown in this table is that the percentage population increase between 1990 and 2000 in population is more than twice the percentage increase in total households. This supports the 2000 Census findings, discussed later in this Chapter, that there has been a substantial increase in household size in Hayward.

Household Size and Composition

The U.S. Census defines:

- "households" as including all of the people who occupy a housing unit; and
- "families" as including a householder and one or more people living in the same household who are related to the householder by birth, marriage or adoption. All people in a household who are related to a householder are regarded as members of his or her family.

According to the definitions, a "family" household may contain people not related to the householder, but those people are not included as part of the householder's family in Census tabulations. A household can contain only one family for purposes of Census tabulations. Not all households contain families, since a household may comprise a group of unrelated people or one person living alone.

Table 5.2: Comparison of Average Family and Household Size 1980-2000

Year	1980	1990	% Change 1980 -1990	2000	% Change 1990 - 2000
Family	3.17	3.25	2.52%	3.58	10.15%
Household	2.68	2.75	2.61%	3.08	12.00%

***Source:** U.S. Census 2000*

Both the average household size and the average family size have increased significantly between 1990 and 2000. The average household size is always *smaller* than the average family size because the household count includes single individuals as households, where family size does not.

The following table shows more detailed changes in household size over a thirty-year time span by depicting the percentage of various size households forming Hayward's population from 1970 to 2000.

Table 5.3: Percentage of Variously Size Households Over Time

	1 Person	2 Persons	3 Persons	4 Persons	5 Persons	6+ Persons	Total %
1970	12%	28%	18%	19%	13%	10%	100%
1980	22%	34%	17%	15%	8%	4%	100%
1990	23%	31%	16%	15%	8%	7%	100%
2000	21%	28%	17%	15%	9%	9%	100%

Source: 2000 U.S. Census, City of Hayward Census Summaries 1990

As this table shows, in 1970, there were fewer one and two person households and more households of four or more persons than at any other time in the thirty-year period. Households were considerably smaller by 1980 – almost as if large families had gone "out of style." The percentage of families with five or more members increased by 2000 but not to the extent seen in the 1970s.

Average family size followed a similar pattern. When looking at average family size in Hayward census tracts, only one census tract, 4312, located primarily in unincorporated Alameda County, has an average family size of less than three persons[1]. This census tract has a number of group homes and residential care facilities and a significantly older population than Hayward as a whole. The median age for Hayward is 31.9 years while the median age for census tract 4312 is 40 years old.

Five census tracts have an average family size of 4.0 or higher. Two of those census tracts, 4375 and 4377, are in the Harder-Tennyson neighborhood and have average family sizes of 4.09 and 4.13 respectively. This neighborhood contains highest percentage of multifamily housing in the city. The other three census tracts with high average family sizes consist primarily of residential neighborhoods with owner-occupied, single-family detached homes. One tract, 4367, has an average family size of 4.0 persons and is located at the northern end of the Santa Clara neighborhood. Tract 4382.01 in Tennyson-Alquire and tract 4383 in the Glen Eden neighborhood have the largest average family sizes in Hayward, 4.21 and 4.26 respectively. Larger size families need larger size units with more bedrooms. To address this need, the City might want to encourage the development of three, four and five bedroom units and/or the expansion of existing housing units.

---

[1] Please refer to Appendix B for a complete listing of household sizes by Census Tract.

The table below shows that households of one, five, six and 7+ persons are relatively evenly divided between homeowners and tenants. Two, three, and four person households are more likely to be homeowners than tenants, since there are approximately 5,000 more owner households in these size categories than tenant households.

Table 5.4: Household Size and Tenure

Total Occupied	1 Person	2 Persons	3 Persons	4 Persons	5 Persons	6 Persons	7+ Persons	Total
Number Owner	6,045	9,454	5,279	5,020	2,807	1,487	1,490	31,582
Number Renter	6,352	6,924	4,658	3,967	2,328	1,217	1,252	26,698
Total Number	12,397	16,378	9,937	8,987	5,135	2,704	2,742	58,280
% of Total Number	21.27%	28.10%	17.05%	15.42%	8.81%	4.64%	4.70%	100.00%
% of Owner	19.14%	29.93%	16.72%	15.90%	8.89%	4.71%	4.72%	100.00%
% of Tenant	23.79%	25.93%	17.45%	14.86%	8.72%	4.56%	4.69%	100.00%

Source: 2000 U.S. Census, City of Hayward Department of Community and Economic Development, September, 2001

Almost half (49.4%) of Hayward's households are composed of one or two persons. Interestingly, one person households are relatively evenly divided between owners and renters. This may indicate that the owner households are "over-housed;" i.e., their homes have a larger number of bedrooms than there are people living in the home. This might indicate that there is an opportunity to create a program to match extremely low income single adults with single, most likely, senior citizen homeowners who might like to rent out a room or part of their house in exchange for an additional income stream, household assistance and/or companionship. This data could also indicate that these units will be sold in the foreseeable future, generating an influx of younger and, perhaps, larger households in various neighborhoods.

Approximately one third (32.5%)of Hayward households are composed of three or four persons. More than 18.16% of all households are households of five or more. The following table shows the bedroom mix of ownership and rental units.

Table 5.5: Number of Bedrooms By Tenure

Tenure/ # Bedrooms	Households	Percentage
Total:	44,902	
Owner occupied:	23,955	100.0%
No bedroom	550	2.3%
1 bedroom	1,560	6.5%
2 bedrooms	5,651	23.6%
3 bedrooms	12,055	50.3%
4 bedrooms	3,359	14.0%
5 or more bedrooms	780	3.3%
Renter occupied:	20,947	100.0%
No bedroom	2,148	10.3%
1 bedroom	7,342	35.1%
2 bedrooms	8,195	39.1%
3 bedrooms	2,821	13.5%
4 bedrooms	373	1.8%
5 or more bedrooms	68	0.3%

Source: 2000 U.S. Census

Hayward's ownership housing stock appears to be a relatively good fit in terms of numbers of bedrooms and household size. However, Hayward's rental stock does not appear to be a good fit with household size. The table below shows the size households that customarily live in dwelling units having zero to four bedrooms.

Table 5.6: Household Size Bedroom Mix

Number of Bedrooms	Household Size
0	1
1	1-2
2	2-4
3	3-6
4	4-8

Source: City of Hayward Mortgage Bond Program

When comparing household size to the bedroom mix of Hayward's rental stock, particularly for households and families with four persons or more, it can be seen that there is not a good fit. Approximately thirty-three percent of Hayward households have four or more members; however, only 15.6% of rental units have three bedrooms or more. This indicates that there is likely to be moderate to severe overcrowding in rental units.

Race and Ethnicity

The City of Hayward is becoming more diverse in its racial and ethnic composition and has become a community where no race or ethnicity is in the majority. The non-Hispanic white population decreased from 1980 to 1990 as the size of the City's other primary population groups -- Hispanic, Asian/Pacific Islander, and African-American increased. 2000 Census data on the composition of the general population shows a continuing trend of increasing diversity. This trend is supported by annual student enrollment data for the Hayward Unified School District.

The following table shows the percentage of change between 1990 and 2000 of the percent of each ethnic group in the total population

Table 5.7: Racial/Ethnic Diversity 1990 – 2000

	White	African American	Native American	Asian / Pacific Islander	Other	Hispanic
% 1990 Total	51.1%	9.4%	0.6%	14.7%	0.3%	23.9%
% 2000 Total	29.2%	10.6%	0.4%	20.5%	0.5%	34.2%
% Change	-42.9%	12.8%	-33.3%	39.5%	66.7%	43.1%
% Population	29%	10.6%	0.4%	20.5%	0.5%	34.2%

Sources: *1990 U.S. Census, 2000 U.S. Census*

As depicted in the table above, the largest increases in population groups were among Hispanics, Asian/Pacific Islanders and African Americans among groups that comprise at least two percent of Hayward's population. Whites were the largest group to have a decrease in population.

The 2000 Census provides information on the country of origin as well. The countries of origin for the two groups with the largest increases in population are: Seventy-one percent of the Hispanic population is of Mexican ancestry. The next largest group, 23.9%, is labeled Other Hispanic – defined as people who checked Hispanic but did not originate in Mexico, Puerto Rico or Cuba. The ancestry of the Asian/Pacific Islander population is 48% Filipino, 15.5% Asian Indian, 15% Chinese, 10.4% Vietnamese and 11.6% other Asian.

As can be seen in the table below, Hispanics, Pacific Islanders and Others, who have had the largest increases population size, also have the largest household and family sizes. Over fifty-five percent of Hayward families have an average family size of 3.83 or greater; more than thirty-six percent of total families have an average family size of 4.31 or greater.

Table 5.8: Household Size, Family Size and Race/Ethnicity

Average	White	African American	Native American	Asian	Pacific Islander	Other	Hispanic
Household Size	2.31	2.70	3.46	3.51	4.11	4.47	4.15
Family Size	2.90	3.17	3.90	3.83	4.38	4.52	4.31
% of Population	29%	10.6%	0.4%	18.7%	1.8%	0.5%	34.2%

Source: 2000 U.S. Census

The following table looks at average household size by tenure by race/ethnicity. In every case tenant families are smaller than owner families, although the difference is quite small in most cases, except for Asian and Pacific Islander.

Table 5.9: Average Household Size by Tenure and Race/Ethnicity

Average	White	African American	Native American	Asian	Pacific Islander	Other	Hispanic
Owner	2.35	2.89	3.78	3.82	4.60	4.69	4.19
Renter	2.24	2.60	3.14	3.09	3.69	4.29	4.12
Average	2.31	2.70	3.46	3.51	4.11	4.47	4.15
% of Population	29%	10.6%	0.4%	18.7%	1.8%	0.5%	34.2%

Source: 2000 U.S. Census

Again, Hayward's ownership housing stock appears to be a relatively good fit in terms of numbers of bedrooms and household size, since 67.6% of units have three or more bedrooms. Additional ownership stock with five or more bedrooms would be a plus. However, Hispanic, Pacific Islander and Other households are likely to have moderate to severe overcrowding in Hayward's rental stock, due to limited number of units with three or more bedrooms.

Overall, the City of Hayward enjoys a rich blend of racial and ethnic diversity. Out of 35 census tracts, there are only six census tracts within City limits where one racial/ethnic group is more than 50% of the population. Two of those census tracts have a majority White population (54.3% and 65%); four have a majority Hispanic population (50.1%, 53.4%, 54.8%, and 60.6%).

Age of Population

Table 5.10: Change in Age Distribution 1980-2000

Age	1980	%	1990	%	2000	%	Numeric Change
0-4	6,848	7.3	8,990	8.1	11,011	7.9	2,021
5-9	6,077	6.5	7,985	7.2	11,215	8.0	3,230
10-14	6,549	6.9	6,873	6.2	9,737	7.0	2,864
15-19	8,504	9	6,873	6.2	9,542	6.8	2,669
20-24	10,386	11	9,584	8.6	11,209	8.0	1,625
25-34	17,290	18.4	22,916	20.4	24,552	17.5	1,636
35-44	10,206	10.8	16,888	15.1	22,179	15.8	5,291
45-54	10,421	11.1	10,333	9.3	16,652	11.9	6,319
55-64	9,513	10.1	9,146	8.2	9,706	6.9	560
65-74	5,265	5.6	7,319	6.6	7,326	5.2	7
75+	3,108	3.3	4,436	4.1	6,901	4.9	2,310
Total	94,167	100	111,343	100	140,030	100.0	28,532

Source: 1980, 1990, 2000 U.S. Census

As the table above shows, the age distribution of Hayward's population has been similar over time with a few exceptions – ages 15-19, ages 20-24, and ages 55-64.

Table 5.11: Percentage Change in Population by Age

Age	1980	% Change 1980-1990	1990	% Change 1990-2000	2000	% Change 1980-2000	Number Change 1990-2000
0-4	6,848	31%	8,990	22%	11,011	61%	2,021
5-9	6,077	31%	7,985	40%	11,215	85%	3,230
10-14	6,549	5%	6,873	42%	9,737	49%	2,864
15-19	8,504	-19%	6,873	39%	9,542	12%	2,669
Subtotal Youth	**27,978**	**10%**	**30,721**	**35%**	**41,505**	**48%**	**10,784**
20-24	10,386	-8%	9,584	17%	11,209	8%	1,625
25-34	17,290	33%	22,916	7%	24,552	42%	1,636
35-44	10,206	65%	16,888	31%	22,179	117%	5,291
45-54	10,421	-1%	10,333	61%	16,652	60%	6,319
55-64	9,513	-4%	9,146	6%	9,706	2%	560
65-74	5,265	39%	7,319	0%	7,326	39%	7
74+	3,108	43%	4,436	56%	6,901	122%	2,465
Total	**94,167**		**111,343**		**140,030**		**39,471**

Source: U.S. Census, City of Hayward Department of Community and Economic Development, 2001

The school age population (ages 5 to 19) has increased by approximately 40% (from 21,731 to 30,494 children) from 1990 to 2000, putting pressure on classrooms, teachers, and schools to accommodate the increase.

Between 1990 and 2000, the number of people between ages 65-74 increased by 7 people. One inference that can be drawn is that people of retirement age are leaving Hayward, since the number of men and women over age 65 has been increasing in the general population over the past ten years. This would seem to be confirmed by MetroScan® (County Assessor's database) information. Beginning in 1998, there was an increase in the average number of homes for sale in Hayward's older single-family neighborhoods that had been owned for at least twenty years.

The percentage of the population of working adults age 25 to 54 has remained about the same; however, the distribution differs from that in 1990. In 2000, the percentage of adults in the age 25-34 category was lower than in 1990, while the percentage in the 45-54 category was higher. One factor in the decline in the percentage of Hayward's population of young adults age 20-34 between 2000 and 1990 may be the high cost and lack of availability of housing for this age group. A factor in the percentage increase in ages 45-54 may also be high housing costs. Households need a relatively high income in order to afford to purchase a home in Hayward. The table below shows the tenure by age of households.

Table 5.12: Tenure by Age of Households

Tenure/Households	Total	15-24	25-34	35-44	45-54	55-64	65-74	75+
Owner-Occupied Units	31,582	282	3,737	7,605	7,158	4,881	4,070	3,849
Renter Occupied Units	26,698	2,414	8,262	6,916	4,569	2,006	1,112	1,419

Source: 2000 U.S. Census for the Hayward Sphere of Influence (includes areas of Alameda County)

Beginning at age 35, the number of homeowner households increases and the number of renter household decreases. Adults in the 35 - 54 age group generally have greater earning power than those who are younger. This appears to provide support for the hypothesis that high housing costs may be responsible for the decline in the 25 - 34 age group.

Income

According to the 2000 U.S. Census, in 1999, the median household income for the City of Hayward was $51,177 and the median household income for Alameda County as a whole was $55,946. The following table compares Hayward with nearby cities and Alameda County as a whole. As can be seen, Hayward residents have the lowest income per capita.

When compared with households in the Oakland PMSA (which consists of Contra Costa and Alameda Counties), approximately 48% of Hayward households were considered to be low income, according to the definition used by the U.S. Department of Housing and Urban

Development. That is, they had incomes that were at or below 80% of the Oakland PMSA median income.

Although Hayward has gained a number of middle and upper income residents due to the construction of new single family homes, many developments were still in the process of construction when households were surveyed in 2000 for their incomes in 1999. Also, the increase in home prices came relatively late to Hayward. In 1999, there were still existing homes selling in the mid-$200,000s that were affordable to, and attracted, moderate income households.

Because Hayward's household incomes were relatively low and household size was relatively large in comparison to other cities, Hayward's per capita income was the lowest among cities in Alameda County.

Table 5.13: Comparison of Income Information Among Cities in Alameda County

Income	Fremont	Hayward	Oakland	San Leandro	Union City	Alameda Co.
Median Household Income	$76,576	$51,177	$40,055	$51,081	$71,926	$55,946
Median Family Income	$82,199	$54,712	$44,384	$60,226	$74,910	$65,857
Per Capita Income (dollars)	$31,411	$19,695	$21,936	$23,895	$22,890	$26,680
Average Household Size	2.96	3.08	2.60	2.57	3.57	2.71
# Individuals in Poverty Percentage %	10,915 5.4%	13,805 10%	76,489 19.4%	3,673 6.4%	4,340 6.5%	156,804 11%

Source: 2000 U.S. Census

Of the cities shown, only Oakland and Alameda County have a larger percentage of people below the poverty level than Hayward. However, the magnitude of the County's poverty rate is most likely due, in part, to the high poverty level in Oakland since Oakland is about 28% of the County's population. The percentage of families below poverty level shows a similar pattern, as shown below.

Table 5.14: Comparison of Percentage of Families below Poverty Level

% Below Poverty Level	Fremont	Hayward	Oakland	San Leandro	Union City	Alameda Co.
Families	3.6	7.2	16.2	4.5	4.8	7.7
Families w/ Female Head of Household	10.6	15.4	29.5	10.7	8.9	19.8
Individuals	5.4	10.0	19.4	6.4	6.5	11.0

Source: 2000 U.S. Census

What do we know about household income by race and ethnicity and how does this compare to household tenure by race and ethnicity? The following table shows median income and tenure (by number of households and percentages) for Hayward households by racial and ethnic groups.

Table 5.15: Median Household Income and Household Tenure by Race/Ethnicity

	Median Income 1999	Total Households	Home Owner	% of Total HH	Tenant	% of Total HH
White	$50,380	18,245	11,589	64%	6,656	36%
African American	$48,518	5,553	1,868	34%	3,685	66%
Native American	$64,241	332	161	48%	171	52%
Asian	$61,220	7,285	4,207	58%	3,078	42%
Pacific Islander	$55,250	605	238	39%	367	61%
Other	$51,833	1,677	453	27%	1,224	73%
Hispanic	$50,841	11,107	5,195	47%	5,912	53%

Source: 2000 US Census

Hayward has transitioned into a diverse racial/ethnic population where no one racial or ethnic group is in the majority; however, home ownership trends often tend to lag population changes. Hayward's non-White population is significantly younger than the White population. In the current economic climate, younger households (of any racial/ethnic group) have relatively high barriers to homeownership including high sales prices, lack of down payment, credit problems, and/or high debt/income ratios.

Employment Trends

Of the nearly 40,000 Hayward residents that work in Alameda County, the 2000 Census reported that almost half work in the City of Hayward and another 31.30% work in cities within ten miles of Hayward.

Table 5.16: Location of Employment For Hayward Residents

Location of Employment	% of Residents
Hayward	43.20%
Oakland	14.00%
San Leandro	9.00%
Fremont	8.30%
Other Bay Area Cities	22.20%

Source: Metropolitan Transportation Commission (MTC) 2000

Projected Change in Job Demand 2000-2020

ABAG's most recent forecasts of employment, Projections 2002, has been published. The projected change in job demand over the twenty-year period was not large. The economic stagnation in the Bay Area's economy has been worse than anticipated in Projections 2000. Therefore, it is likely that the job market will not begin to recover until 2006 and that some elements, e.g., computer manufacturing, may never recover. This would push out the time horizon for the predictions described below.

According to ABAG, beyond the next few years, the rate of job growth is expected to increase steadily by 2010, and then remain relatively stable through 2020. Projections for the Hayward area generally reflect trends and expectations for the region as a whole. Assumptions regarding the supply and availability of land are consistent with local information and policies of the General Plan.

The table that follows shows the projected increment in job demand for the Bay Area, Alameda County and the City of Hayward. The total job gain for the 20-year horizon period for the Bay Area is almost one million new jobs. The largest Bay Area growth sector is anticipated to be in the Services sector, with over 52% of the total job growth. It should be noted that the Services category includes business services, which encompass computer software firms, internet service providers, and related high technology services. Computer hardware manufacturing is included in the Manufacturing sector. The three remaining sectors are Manufacturing/Wholesale (19 percent), Retail (11 percent), and Other (19 percent). In terms of growth at the county level, Alameda County is expected to capture 23 percent of the total Bay Area growth with nearly 220,000 new jobs. In the Manufacturing/Wholesale sector, County growth will comprise about 22 percent of the total growth within the Bay Area. The County Service sector growth represents 21 percent of Bay Area growth. This sector represents the largest amount of net new jobs, almost 110,000. Overall, Hayward should account for 8 percent of the total job growth within Alameda County with almost 22,000 new jobs to be created by the year 2020.

Only Fremont (33,800 jobs) and Oakland (29,450 jobs) are projected to have more manufacturing jobs than Hayward. Dividing the number of projected manufacturing jobs by population illustrates that Hayward continues to have significantly more manufacturing jobs per capita than any other city in Alameda County. Manufacturing jobs tend to pay moderate to middle income wages and provide associated benefits. As manufacturing becomes increasingly computerized, in addition to a high school diploma some college courses will be required.

Table 5.17: Change in Job Demand: 2000-2020

(Note: All values are in addition to existing jobs)

Sector	Bay Area	Alameda County	% of Bay Area Job Growth	Hayward	% of County Job Growth
Manufacturing/Wholesale	186,660	40,740	22%	5,220	13%
Retail	105,820	23,000	22%	650	3%
Services	521,400	109,980	21%	13,950	13%
Other	186,710	46,010	25%	2,040	4%
Totals	1,000,590	219,730	23%	21,860	8%

Source: ABAG Projections 2000

Oakland (22,970 jobs) and Fremont (16,100 jobs) are projected to have more retail jobs than Hayward. Berkeley is close behind Hayward with 13,840 retail jobs. Most retail jobs are relatively low paying and many do not have health or retirement benefits. Many of these jobs are open to high school graduates.

Service jobs include the following: personal, business, repair, motion pictures, amusement, and recreational, health, educational, legal, social, engineering, accounting, research and management, as well as services provided by hotels and other lodging places. In the service sector, Oakland has significantly more jobs (83,340) than the next highest city, Berkeley, with 46,660 jobs. Hayward follows with 31,710 jobs and Fremont follows with 29,800 service jobs. Since service jobs include the widest range of occupations, wages and benefits vary greatly as does entry-level access for those with high school degrees and/or some college.

Hayward Employment Trends

According to ABAG, total employment in Hayward was 90,080 in 2000, with 43,696 (48%) of these jobs located in the Industrial Corridor. Total employment in the city increased 18% over the 76,440 jobs in 1990, while employment in the Industrial Corridor increased 32% above the 33,041 jobs in 1990. The Industrial Corridor accounted for 43% of the total employment in 1990. Employment was relatively stable in the early 1990's, even while significant job losses were occurring elsewhere in the Bay Area due to military base closures and the California recession, because of Hayward's diversified industrial base. Employment growth during the latter part of the decade can be attributed to the economic resurgence at the regional, state and national levels. According to ABAG, over the next twenty years, employment in the Hayward area is expected to increase by almost 22,000 (24%), with an increase of 12,673 jobs (29%) anticipated in industries that would be located in the Industrial Corridor. If these forecasts are realized, the Industrial Corridor would account for 58% of the growth in jobs throughout the City, increasing its share of total employment within the city to 50%.

As of August 2001, preliminary Employment Development Department (EDD) data show that the unemployment rate in Hayward was 5.1% - which was slightly higher than other East Bay cities with the exception of Oakland (7.9%). A number of neighboring cities have more technology-oriented employers than Hayward.

Labor force and industry employment data are available by Metropolitan Statistical Area (MSA). The table below shows changes by industrial sector, from August 2000 to August 2001. Large declines in federal government and Department of Defense employment indicate that base closures continued to have an impact on employment in the MSA.

Table 5.18: Changes by Industrial Sector, August 2000-2001

Industry	% Change August 2000 to August 2001
Manufacturing Instruments and Related	-16.7%
Federal Government	-14.7%
Department of Defense	-22.2%
Transportation Equipment for Aircraft	+20%
Instruments and Related Equipment, Measuring	+7.3%

Source: EDD 2001

Update on the Economy

New, more accurate information has become available about the enormous number of jobs lost in the Bay Area between 2000 and 2002. Approximately 250,000 jobs were lost, many in higher wage categories such as manufacturing. Approximately 150,000 jobs were lost in the San Jose/Silicon Valley area and approximately 92,000 jobs were lost in the San Francisco area, far more than was originally thought by state officials. The unemployment rate in Alameda County was 6.2% in March 2003; 6.8% in San Francisco and 8.4% in Santa Clara County. (calmis.ca.gov, April 2003 California EDD)

Between March 2002 and March 2003, total employment in the Oakland MSA increased by 3,200 jobs (up 0.3%). Educational and health services, leisure and hospitality increased. Losses continued in key industries tied to the Bay Area high-tech downturn. Manufacturing shrunk by 3,500 jobs with declines in durable goods related to high-tech equipment and machinery. Professional and business services dropped by 3,200 jobs with the downturn centered in professional, scientific and technical services. Trade, transportation and utilities declined by 2,700 jobs, mostly from continued losses in wholesale trade. Information industries lost 2,600 jobs, primarily in telecommunications. This pattern has become a common one throughout the Bay Area. Where job growth occurs, it is primarily lower wage jobs that are growing. Higher wage jobs with benefits, continue to disappear.

More recently, there appears to have been a significant drop in consumer spending during the January – March 2003 quarter. It remains to be seen what the full impact will be on the Bay Area economy; however, this indicates that there will most likely continue to be job losses as consumers reign in spending. Already local governments are projecting lay-offs and frozen positions as a result of the soft economy and the State's budget deficit.

In addition, the U.S. Census Bureau released statistics on April 17, 2003, showing that Santa Clara, San Francisco and Alameda Counties **lost** population between 2001 and 2002. The California Department of Finance (DOF), however, released statistics showing that there had been a little growth in these counties. Apparently, this is due to the different sets of data that these agencies rely on to compile these statistics. (San Francisco Chronicle April 17, 2003*)* According to the DOF, Alameda County's population increased by 1.6%. The following table shows population gains for selected cities in Alameda County.

Table 5.19: Population Changes 2001- 2002 in Selected Cities

City	% Change
Dublin	4.9
Hayward	1.5
Livermore	2.7
Oakland	1.3
Pleasanton	1.7
San Leandro	1.4
Union City	3.4

Source: California Department of Finance 2003

Regardless of which statistics are used – Census Bureau or DOF, it seems clear that population projections for the Bay Area, developed during 1999-2000, have most likely overstated the amount of population growth that will take place between 1999 and 2006.

Regional Housing Needs Determination/Housing Development Potential

As of December 31, 2000 there were 1,746 units in approved or pending projects for which building permits had not yet been issued. Additional development potential (not yet in the planning process) has been estimated at approximately 3,500 housing units -- for a total housing potential of approximately 5,246 housing units that may be developed by 2025.

The Regional Housing Needs Determination (RHND) for Hayward through 2006 is shown below. Appendix H presents the RHND for Alameda County and the cities within the county for comparison.

Table 5.20: Regional Housing Needs Determination: 1999-2006

	Total Projected Unit Need	Very Low Income	Low Income	Moderate Income	Above Moderate Income	Average Annual Need 1999-2006
Hayward	2,835	625	344	834	1,032	378
5-Year Average Annual Need	567	125	69	169	206	N/A

Source: Association of Bay Area Governments

A comparison of the ABAG RHND with Hayward's total housing potential shows that sufficient housing potential remains in Hayward and its Sphere of Influence (SOI) to accommodate the RHND. There have been 762 units built since January 1, 1999, reducing Hayward's total unit need to 2,073 units. Therefore, the average annual need is now 515 units. All of the newly built units have been priced at a level affordable to moderate and above moderate-income purchasers. Appendix E presents a table that shows housing potential by census tract.

The Environmental Impact Report (EIR) for the Metropolitan Transportation Commission (MTC) Regional Transportation Plan looks at the current and projected Jobs/Housing Balance by MTC Superdistricts. According to the MTC, the Hayward-San Leandro Superdistrict has the best jobs/housing balance (1.04 jobs per unit of housing) of any district in Alameda County and the best projected jobs/housing balance in the Bay Area with the exception of central San Jose, Redwood City/Menlo Park and San Francisco's Mission District.

In 2000, ABAG changed the methodology and RHND allocations for this Housing Element update. The revised methodology shifted the housing allocation responsibility towards job producing areas and gave cities the responsibility for 75% of the future housing growth outside City boundaries within their SOI.

Hayward's SOI includes the adjacent unincorporated county areas of Mt. Eden, Cherryland and Fairview. However, it does not include the adjacent unincorporated county areas of San Lorenzo and Castro Valley which are primarily residential, contiguous with Hayward's borders, some areas have a Hayward post office address and all are as part of the Hayward housing market area. As the major employment center in mid-County, Hayward provides jobs for residents of those areas. If the contiguous, adjacent areas of San Lorenzo and Castro Valley were included in the determination of Hayward's jobs/housing balance, the number of units required to be built in the 1999-2006 period would most likely be significantly reduced. Using ABAG Projections 2002, if data from Castro Valley alone were added to Hayward's jobs and housing units, Hayward would have a 1.00 ratio for the year 2000, 1.01 for 2005, and 1.01 for 2010 which would greatly reduce the amount regional housing need allocated to Hayward. If the jobs and housing units allocated to San Lorenzo *and* Castro Valley were added to Hayward's jobs and housing units, then Hayward's jobs/housing balance would have a 0.94 ratio for the year 2000; a 0.95 ratio for the year 2005 and a 0.95 for the year 2010.

Housing Units

There were a total of 45,903 housing units in Hayward as of December 31, 2000. The following chart presents an estimate of the total number of housing units in Hayward based on a combination of 1990 Census data, new units built, demolitions and annexations.

Table 5.21: Housing Units

Existing Units 1990	New Units 1990 – 2000	Annexations 1990 – 2000	Demolitions 1990 – 2000	Net Housing Change	Total Units 12/31/2000
42,215	2,949	906	148	3,688	45,903

Source: City of Hayward, Planning Division, 2000

Type and Tenure of Housing Units

The 2000 Census lists a total of 45,922 housing units for Hayward with a 1% vacancy rate for owner-occupied housing and a 3% vacancy rate in rental housing. Occupied housing units totaled 44,804. Of the 45,922 total units, statistics gathered from Metroscan show that there are approximately 19,821 rental units (43% of the total). These include approximately 15,440 multifamily units; 3,222 single-family detached units, and 1159 condominiums, town homes or cooperatives.

A substantial proportion of the total housing stock (56%) are single-family units. Most of these units were built in the 1950s in response to the post-World War II population boom. Almost all of the housing stock added during the 60s, 70s and 80s were multifamily units and mobile homes. To balance previous development trends, during the 90s, increases in the number of units occurred primarily in single-family developments. The following table describes the distribution, by type, of Hayward's housing units.

Table 5.22: Housing Unit Type: 1960 – 2000

Structure	1960	%	1970	%	1980	%	1990	%	2000	%
Single-family	18,768	92.8	19,951	69.6	20,629	57.5	22,179	52.6	25,904	56.4
Multifamily	1,455	7.8	8,082	28.2	13,402	37.4	18,109	43	18,145	39.6
Mobile Homes	20	0.1	636	2.2	1,839	5.1	1,848	4.4	1850	4
TOTAL	**20,243**	**100**	**28,669**	**100**	**35,870**	**100**	**42,136**	**100**	**45,922**	**100**

Source: City of Hayward Planning Division, March 2000

Please note that ownership-type housing units include single-family, multifamily (condominium) and mobile homes. According to the 2000 Census, 53.2% of the housing units in Hayward were owner-occupied.

For a discussion regarding the bedroom mix of ownership and rental units, see Table 5.5 Bedroom Mix and Tenure in the section on household size.

The following charts present information regarding the City's owner occupancy rates and percentage of ownership type housing. An owner-occupied unit is defined as a unit of housing stock occupied by the person(s) who own that housing unit. Ownership-type housing stock is defined as housing units that can be either owner-occupied or renter-occupied and includes single-family units, mobile homes, and condominiums.

As of 2000, the number of ownership-type housing units was 30,410 units or 66.2% of the total. The percent of owner-occupied units was 53.2%, an increase from 1990 of approximately 2%. Residential development in Hayward since 1990 has been primarily ownership-type units. The following tables illustrate the type, by tenure, of housing units developed since 1990.

Table 5.23: Percent of Ownership Type Housing Units 1990-2000

Year	Total Housing Units	Ownership Type Housing Units			Ownership Type Units as % of Total Units
		SF	*MF*	*Total*	
Total 1990	43,122	24,102	3,508	27,610	64.0%
1990-2000	2,800	1,825	975	2,800	100%
2000 Total	**45,922**	**25,927**	**4,483**	**30,410**	**66.2%**

Source: *City of Hayward, Planning Division October, 2001*

Table 5.24: Owner-Occupied Housing Units 1990-2000

Year	Total Occupied Units	Owner Occupied Units	Owner-Occupied Units as % of Occupied Units
Total 1990	40,964	20,919	51.1%
1990-2000	3,840	2,905	75.7%
2000 Total	44,804	23,824	53.2%

Source: 1990 and 2000 U.S. Census

In 1998, all of the housing units built or under construction were single-family houses, with the exception of one rental condominium project. Of the 1,793 proposed units in projects which have been approved or for which applications are pending, 1,593 are single-family detached units and 200 are condominiums or multi-family units. The remaining potential for further housing development is discussed later in this chapter.

Housing Condition

There are several factors that contribute to condition of Hayward's housing stock including, design, construction, age, and maintenance. Single-family homes have been built in Hayward for more than 100 years. Given the City's age, the type and quality of single-family homes vary. There are many older craftsman style bungalows built in the 1920s that are in better condition than some post-World War II tract homes that were built 30 years later. The post -war housing boom resulted in the development of thousands of single-family homes that were built quickly and some lacked modern amenities such as ceiling insulation. Most of the single-family homes in poor condition in Hayward were built during this period.

The majority of multi-family development in Hayward occurred during a twenty-year period between 1960 and 1980. Consequently, there is less diversity in the design and condition of multi-family developments than that of single-family homes. Most multi-family developments that are currently in poor condition were built in the early 1960s and suffer from poor design, shoddy construction and lack of tenant amenities. The majority of multi-family developments built since 1980 have been subject to stringent design and construction standards and have benefited from consistent maintenance. Consequently, those developments are in good condition.

The following table shows that, as described above, most of Hayward's current housing stock was built within the last 30 years. Almost two-thirds of the housing units have been built since 1960, with approximately 38 percent built between 1960 and 1979.

Table 5.25: Age of Housing Stock

Year Structure Built	Number	Percentage
1999 to 2000	844	1.8%
1995 to 1998	1,049	2.3%
1990 to 1994	2,370	5.2%
1980 to 1989	5,994	13%
1970 to 1979	9,215	20.1%
1960 to 1969	8,160	17.8%
1940 to 1959	16,139	35.5%
1939 or earlier	2,009	4.4%

Source: 2000 U.S. Census

According to 2000 US Census information, approximately half Hayward homeowners live in homes built within the last 40 years. More than two-thirds of Hayward's renters live in units built within the last 40 years. More specifically, almost half of the renter households' units were built between 1960 and 1980.

Table 5.26: Tenure by Age of Housing Stock

	Owner Occupied		Renter Occupied	
Year Unit Built	Number	% of Total	Number	%of Total
Built 1999 to 2000	682	2%	161	1%
Built 1995 to 1998	1,896	6%	343	1%
Built 1990 to 1994	1,655	5%	1,631	6%
Built 1980 to 1989	3,842	12%	4,214	16%
Built 1970 to 1979	4,708	14%	6,155	23%
Built 1960 to 1969	4,117	12%	6,171	23%
Built 1950 to 1959	11,316	34%	4,911	18%
Built 1940 to 1949	3,367	10%	2.059	8%
Built 1939 or earlier	1,513	5%	1,472	5%
TOTAL	33,096	100%	27,117	100%

Source: 2000 U.S. Census

Based on age alone, the majority of the housing units in Hayward are in good condition. According to the U.S. Census, less than one half of one percent of the housing units in Hayward lack either complete plumbing or kitchen facilities and only one percent lack telephone service.

These characteristics are typical of a housing supply that consists primarily of units developed after the Second World War.

In only three neighborhoods (Burbank, North Hayward and Whitman Mocine) was more than 25 percent of the housing built prior to 1940. Citywide, approximately 15 percent of the City's housing stock was built prior to World War II. The post-War housing boom influenced the housing stock throughout Hayward's neighborhoods. In two neighborhoods (Fairway Park and Southgate) more than 50 percent of the housing stock was built between 1950 and 1959. There are five neighborhoods (Santa Clara, Longwood Winton Grove, Harder Tennyson, Glen Eden, Jackson Triangle) in which more than 30 percent of the housing stock is from this period. The following table presents the age of housing stock in each of the 16 neighborhood planning areas.

Table 5.27: Housing Age by Neighborhood Planning Area

	Percentage of Units Built Each Decade						
Neighborhood Planning Area	1990-2000	1980-1989	1970-1979	1960-1969	1950-1959	1940-1949	1939 or earlier
Burbank	11%	8%	9%	15%	29%	17%	11%
Fairway Park	11%	3%	6%	15%	58%	6%	1%
Glen Eden	3%	5%	33%	23%	32%	3%	1%
Harder Tennyson	4%	11%	19%	20%	36%	8%	2%
Hayward Highland	17%	26%	20%	17%	13%	4%	2%
Jackson Triangle	5%	12%	19%	20%	31%	8%	6%
Longwood Winton Grove	4%	7%	13%	21%	38%	13%	4%
Mission Foothill	4%	12%	25%	19%	23%	11%	6%
Mission Garin	36%	20%	25%	12%	3%	1%	2%
Mt. Eden	19%	26%	20%	11%	18%	2%	3%
North Hayward	12%	16%	12%	13%	17%	18%	13%
Santa Clara	6%	6%	9%	19%	46%	12%	2%
Southgate	6%	13%	4%	22%	50%	4%	1%
Tennyson-Alquire	13%	16%	33%	13%	21%	3%	2%
Upper B Street	8%	19%	18%	14%	21%	13%	7%
Whitman Mocine	1%	11%	16%	16%	27%	20%	9%

Source: City of Hayward

Housing Condition Survey

The 2000 U.S. Census provides some information about the condition of Hayward's housing stock. However, this information is very limited. To better understand the condition of Hayward's housing stock, and the number of units requiring rehabilitation and replacement, City staff surveyed housing units in each of the City's 16 Neighborhood Planning Areas. These areas were defined through the neighborhood planning process that began in 1986, following the 1986 General Plan update. A total of 16 Neighborhood Planning Areas were established. The Areas were defined based on a variety of factors including homogeneity of neighborhoods, census tract boundaries, established neighborhood organizations, including homeowner associations, and topographical and man-made features. The Neighborhood Planning Areas are further described in Chapter 2 (Land Use) of the Hayward General Plan.

A "windshield" survey of housing units in these neighborhoods was conducted in order to collect qualitative data. The surveyors included staff from the Planning Department, one of the City's Property Rehabilitation Specialists and the City's Housing Development Specialist. There were two stages to the survey; first, each of the Neighborhood Planning Areas were surveyed on a "spot-check" basis in order to informally compare the condition of the housing stock in the rest of the City with that of the neighborhoods selected for the survey. Second, a detailed survey of five selected Neighborhood Planning Areas was conducted.

Hayward has a wide variety of housing types. The housing stock ranges from high-end estates in the Hayward hills to older bungalows from the 1920s in poor condition. The following table is a brief summary of the housing types in each of the neighborhood planning areas. This summary is based on housing surveys conducted during the development of the neighborhood plans and updated with recent windshield surveys by City staff as part of the housing condition survey.

Table 5.28: Housing Condition by Neighborhood Planning Area

Neighborhood Planning Area	Housing Condition
Burbank	The Burbank neighborhood is located south west of Hayward's historic down town. It is one of Hayward's older neighborhoods and is characterized by older housing units and the site of the former Hunts cannery. Almost 60% of the housing stock in the Burbank neighborhood was built before 1960. The majority of the units are single-family single-story craftsman style homes with the balance of the housing stock being multi-family units built in the 1950's and 1960's. Most single family and multi-family units are in good condition. Typical problems include neglected landscaping and deferred maintenance of exterior surfaces.
Fairway Park	Fairway Park is located at Hayward's south-eastern border with Union City. Approximately 75 percent of the housing stock was built between 1950 and 1969. More recently, the Twin Bridges development added 343 single-family units. The majority of the homes east of Mission Boulevard are in good condition. Homes west of Mission are in mixed condition. Typical problems include deferred landscape and exterior surface maintenance.

Neighborhood Planning Area	Housing Condition
Glen Eden	Glen Eden is located on Hayward's south-western border. The age of units is fairly evenly distributed with approximately 35% being built prior to 1960, 20% built during the 1960's, 33% built during the 1970's and the remaining amount built within the last 30 years. The single family housing stock consists of 1950s era Eichler style single story homes. The condition of these homes varies. Many have been retrofitted with vinyl windows. Some suffer from deferred maintenance. The southeast portion of this neighborhood has extensive tracts of 1960s era ranch style homes. These homes are in good condition. Most of the multifamily development was built in the 1980s are in good condition.
Harder Tennyson	The Harder-Tennyson neighborhood has extensive single-family residential tracts built in the 1950s along with a mix of multi-family and single family uses. This mixture resulted from the combination of large lot ranchettes subdivided before World War II and high-density zoning and development from the 1950's through the 1970's. Many of the multi-family developments were built quickly and without much concern for site design or tenant amenities. Subsequently, many of these developments suffer from deferred maintenance and are in poor condition.
Hayward Highland	Hayward Highland is located in the hills that serve as Hayward's eastern border. The bulk of the housing stock is single-family homes on large lots. While this neighborhood was originally subdivided in the early 1900s, more than 60% of the residential development in this neighborhood was built in the last 30 years and more than 40% was built since 1980. Most of the housing near Cal State Hayward is new single and multifamily high-end developments in excellent condition. The homes in the Hayward hills are all in good condition.
Jackson Triangle	Jackson Triangle is located in Hayward's geographic center. This neighborhood was extensively developed with single-family homes in the 1950s and multifamily apartments in the 1960s. Most of the single-family homes suffer from deferred maintenance and are in fair condition. There are several pockets of new, high-quality in-fill residential development.
Longwood Winton Grove	Longwood Winton Grove is located between the Hayward Executive Airport and 880 freeway on the west side of the City. This neighborhood was subdivided from agricultural land uses in the 1920s. Many long, narrow lots from this period still exist today. Almost 40% of the housing stock was built during the 1950s. Homes built during this period are now in mixed condition – exterior surfaces need some repair, roofs and gutters are of mixed condition, yet most homes are well maintained.
Mission Foothill	This neighborhood straddles Mission Boulevard, the major north/south corridor for traffic through Hayward. The housing stock ranges from early 1900s-era Queen Anne and Craftsman style cottages in mixed condition to more contemporary multifamily developments built during the 1960s and 1970s that is in mixed condition.

Neighborhood Planning Area	Housing Condition
Mission Garin	The Mission Boulevard corridor also dominates this neighborhood. The housing stock is divided between single-family and multifamily development from the 1960s through the 1980s and new construction built within the last 10 years. More than 35% of the housing stock was built between 1990 and 2000. Most single-family homes are in good condition. There are a few small pockets of older development dating from the 1920s. These homes are in fair to poor condition.
Mt. Eden	Single-family homes make up the majority of the housing stock in this neighborhood. There are two mobile home parks and a scattering of multi-family developments. A mix of older and new units characterizes the neighborhood. A portion of this neighborhood was developed prior to it being incorporated into the City of Hayward. Subsequently, design standards and quality are inconsistent. Homes located in the former County areas are smaller units on large lots and vary in condition. As a contrast, there are a number of newer subdivisions, developed in the 1980s, which are in good condition.
North Hayward	This is one of Hayward's oldest neighborhoods – approximately 25% of the housing stock was built prior to 1950 and more than 10% was built prior to 1939. The majority of the housing units in this neighborhood are well maintained. Many of the historic single-family homes have been restored and updated.
Santa Clara	This neighborhood is bordered by the Southern Pacific Rail Road right-of-way to the east and 880 freeway to the west. The primary housing type are single-family units built during the 1950s. More than 45% of the housing stock was built between 1950 and 1959. Most of these post-war units are in good condition.
Southgate	Prior to World War II, agriculture was the primary land use in this neighborhood. During the 1950s, the post-War housing boom transformed Southgate. Half of the total current housing stock was built between 1950 and 1959. Most of the homes are in good condition. Many have retrofitted dual-pane vinyl windows and newer garage doors. Most roofs and exterior surfaces are sound and landscaping is well maintained.
Tennyson-Alquire	This neighborhood is located in the southern central area of Hayward and is bordered by commercial and industrial land uses to the south. The majority of the housing in this neighborhood was built after 1960. Approximately 33% was built between 1970 and 1979 – most of these units are mobile homes. This is one of Hayward's relatively newer neighborhoods. Most units are less than 25 years old and in good condition.
Upper B Street	This neighborhood is located north east of Hayward's historic down town. It was originally subdivided prior to 1900 and many Victorian and craftsman style single-family homes remain. Many of the single-family homes on larger lots have had "granny flat" units added. Residential development in this neighborhood has occurred consistently since the 1940s. Multifamily development dominated residential construction during the 1960s and 1970s. The older single-family bungalows are in mixed condition and range from restored Victorians to craftsman bungalows in poor condition. Most of the 1960s-era multifamily developments are in fair condition.

Neighborhood Planning Area	Housing Condition
Whitman Mocine	Most of the residential development in this neighborhood occurred in the late 1940s and into the 1950s. The first residential subdivision was built in 1949 and multifamily development began in the 1970s. Additional residential development, primarily single-family dwellings on small lots, occurred in the 1990s.

Source: City of Hayward, Department of Community and Economic Development

In order to collect quantitative data about Hayward's housing stock, a detailed housing condition survey was conducted in five Neighborhood Planning Areas: Burbank, Harder Tennyson, Jackson Triangle, Longwood Winton Grove and Tennyson-Alquire. These neighborhoods were selected because properties in these neighborhoods are known to be in need of some repair. City staff randomly selected twenty-five properties in each neighborhood for inclusion in the survey. A total of 125 properties were surveyed. Approximately 70 percent of the properties were single-family homes, 15 percent were multi-family units with two to four units each, the remaining 14 percent were multi-family units with five or more units. Of the 125 properties surveyed, all were occupied. This lack of vacancies is consistent with reports from private real estate market analysis firms that track the rental housing market.

The surveyors collected the following general information about each property: neighborhood location, building address, type of building and occupancy. The survey also collected specific information about the condition of each unit including: roof, gutters, chimney, porches, stairs, fences, doors and windows, exterior surfaces and yard/landscaping. The following table summarizes the condition of the housing units surveyed by neighborhood.

Table 5.29: Housing Condition Survey Results by Selected Neighborhood Planning Areas

		Good		Fair		Poor	
Neighborhood	Census Tracts	Units	%	Units	%	Units	%
Burbank	4363	17	68%	4	16%	4	16%
Harder Tennyson	4374, 4375, 4376, 4377, 4378	7	29%	10	42%	7	29%
Jackson Triangle	4366.01, 4366.02	17	68%	3	12%	5	20%
Longwood Winton Grove	4369	12	48%	6	24%	7	28%
Tennyson-Alquire	4382.01, 4382.02	19	73%	5	19%	2	8%
All Survey Neighborhoods		72	58%	28	22%	25	20%

Source: City of Hayward, Department of Community and Economic Development

The Harder-Tennyson neighborhood had the largest percent of housing units in poor condition. This is most likely due to the fact that there is a large concentration of poorly managed and maintained multifamily housing that was built in the late 1950s and early 1960s. While the Burbank neighborhood is characterized by a concentration of older homes (dating from the 1930s), more than two-thirds of the units are in good condition. The condition of the homes in Burbank indicates that the age of housing stock does not necessarily correspond with the condition of the housing stock. The following table summarizes the condition of the housing units surveyed by unit type.

Table 5.30: Housing Condition Survey Results by Unit Type in Selected Neighborhood Planning Areas

		Good		Fair		Poor	
Property Type	Total	Units	%	Units	%	Units	%
Single Family	88	61	69%	14	16%	13	15%
2 to 4 Units	19	9	47%	5	26%	5	26%
5 or more Units	18	2	11%	9	50%	7	39%

Source: City of Hayward, Department of Community and Economic Development

The results of the survey are consistent with a housing stock that primarily consists of units built during the housing boom following World War II. Approximately 58 percent of all the units surveyed, regardless of location or type of unit, are in good condition; having only minor defects in no more than two of the five systems surveyed. Approximately 22 percent are in fair condition (minor defects in four of the systems) and 20 percent were in poor condition (minor defects in all of the systems or major defects in two or more systems). These conclusions should *not* be extrapolated and applied to all of Hayward's housing stock since three of the neighborhoods chosen were selected on the basis of having some of the worst housing in the City. Rather, the purpose of this survey was to gauge the condition of units within these specific neighborhoods.

Housing Conditions – Multifamily Developments

The City has helped finance the acquisition and rehabilitation of multifamily developments in exchange for long-term affordability restrictions. Based on the City's experience with multifamily developments primarily occupied by lower income households, typical repairs include new roofing; plumbing; mechanical systems; rehabilitation of unit interiors, such as upgrading bathrooms and kitchens; interior and exterior painting; and landscaping.

The City of Hayward Rental Housing Inspection staff inspect approximately 2,500 rental units each year to assure that all rental units in the City meet code. According to City inspectors, the bulk of these units are in good condition. Typical unit condition problems are usually evenly divided between unit interiors and exteriors. These problems consisted of electrical, mechanical and plumbing code violations and maintenance issues.

Table 5.31: Rental Housing Condition in 2000

Condition	Number	Percentage
Good	1,750	70%
Minor Deterioration	500	20%
Moderate Deterioration	125	5%
Substantial Deterioration	75	3%
Dilapidated	50	2%

Source: City of Hayward Building Division, Rental Housing Inspection Program:

The City of Hayward operates an active residential rehabilitation program. City staff coordinates a variety of rehabilitation projects for both single and multifamily dwellings. These programs are intended to improve the quality of the housing stock occupied by lower and moderate-income households. Rehabilitation program staff primarily work in lower-income neighborhoods. They report that, given the age of the owner-occupied housing stock, there is some deterioration, but, on the whole, most owner-occupied units are in good condition. The City's rehabilitation programs address major and minor home repair problems in approximately 80 units per years. Based on the number of inquiries received by program staff, there is a high demand from low and moderate households for housing rehabilitation assistance. There are two categories that most need City assistance: senior citizens on fixed incomes whose homes have many deferred maintenance issues and those few low income families who were able to become homeowners and usually bought the house "as is" in very poor condition.

Housing Affordability

The Hayward housing market has traditionally been one of the most affordable in the Bay Area. In addition to rents and sales prices that have been relatively low in comparison with surrounding jurisdictions, Hayward has 1,542 units of subsidized housing and 1,616 households with Section 8 Housing Vouchers. The following table shows the number of subsidized units and Section 8 Voucher holders in various cities in Alameda County, as inventoried by Alameda County.

Table 5.32: Affordable Rental Housing Units

Jurisdiction	Affordable Rental Units	Section 8 Vouchers
Alameda	709	1,305
Albany	16	17
Berkeley	726	1,496
Dublin	243	20
Fremont	1,152	1,107
Hayward	**1,542**	**1,616**
Livermore	944	575
Newark	200	196
Oakland	10,642	10,446
Pleasanton	872	157
San Leandro	486	787
Union City	537	535

Source: Alameda County Housing and Community Development 2001

During the late 1990s, the San Francisco Bay Area economy expanded with unprecedented growth in high-paying jobs in the computer and high-tech industries. These economic conditions resulted in new wealth for some. However, the growth in employment opportunities was not matched by an expansion of the housing supply. The influx of highly-paid workers into the housing market resulted in skyrocketing rents and the highest home sales prices in the United States. Lower-skilled, lower-income families were forced to compete with more affluent families for fewer available housing units. These housing market conditions, coupled with a modest amount of vacant land available for residential development, have combined to create a housing crisis for low and moderate-income families.

Change in the real estate market came later to Hayward than it did to many other cities in the inner Bay Area. However, in the last four years housing costs have changed dramatically. Between 1999 and 2000, there was a 24% jump in rents in buildings of 50 units or more and an even larger percentage increase in sales prices of new and existing homes. With the demise of many of the technology companies, the intensity of demand has decreased. However, sales prices and rents have moderated only slightly because the problem – that there is an insufficient number of housing units affordable to the households that need them -- continues.

The 2000 Census showed that approximately 32% of Hayward homeowners with a mortgage pay more than 30% of their household income for housing. Twenty-three percent (23%) pay more than 35% of household income. This is partly due to the long-term trend of Bay Area household incomes not keeping pace with increasing rental and ownership costs.

The current obstacles facing tenant households who would like to own their own homes are the limited supply of for-sale units and sale prices that exceed the financial means of many households, regardless of income. The following discussion illustrates the cost burden for owner households.

The gap between median incomes and median home prices is sizable. In 2001, according to HUD, the median household income (for a family of four) for Alameda County was $71,600, while the median home price in Hayward was $325,000 (Bay East Association of Realtors, August 2001). The median income for the City of Hayward was estimated to be approximately 80% of the HUD median income for the Oakland PMSA or about $57,280, making it much more difficult for current Hayward tenants to become homeowners. Examples of the impact of the gap between incomes and sales prices are in the section on housing cost burdens for owners that follows.

Because Hayward has more ownership type housing than owner-occupied housing, opportunities exist to increase the home ownership rate by helping tenants become homeowners. However, even with relatively low interest rates, sales prices are still high -- effectively pricing low-income tenants out of the first-time homebuyer market. For example, in 1998, a three-bedroom, one bath home, could be purchased for $165,000. As of August 2001, the median price for a three-bedroom home was approximately $325,000. During August 2001, there were a total of 279 detached single-family homes and 72 condominiums and townhouses on the market in Hayward. By 2002, the average price of a resale home in Hayward was $386,357 and that house was on the market an average of 28 days from listing to purchase agreement. (BayEast Association of Realtors, March 2003)

Housing Cost Burden for Owners

Using the HUD guideline of 30% of income for housing costs, almost all recent first time home buyers are overpaying for housing. Almost all lenders use 33% as the ratio for housing costs, although it may go as high as 35% of income. The following tables present examples of the ownership affordability gap. These examples are based on a household size of three persons (the average household size in Hayward) who earn no more than $61,280 and can pay no more than $1,532 per month for housing (33% of their monthly income). The mortgage amount is based on a 30-year term at 7 percent fixed interest and a down payment of 3 percent. The maximum mortgage amount this household can afford would be approximately $165,000 – or $1,532 per month. These examples are based on the actual prices of homes for sale in Hayward (as of 2002). The median price for a two bedroom, one bath home is $298,500; a three-bedroom home is $360,000.

Table 5.33: Ownership Affordability Gap – Single-family Home

	If purchasing a two bedroom home	*If purchasing a three bedroom home*
If the Median Sales Price =	$ 298,500	$360,000
Down payment	$ 14,925	$ 18,000
Maximum Mortgage Amount	$283,575	$342,000
Monthly Mortgage Payment *(excludes taxes and insurance)*	$1,700	$2,158
Annual Income *Three-person household@ 80% of median income for the Oakland PMSA*	$61,280	$61,280
33% of monthly income less taxes and insurance = monthly mortgage payment *Income amount is same for both examples*	$1,500	$1,500
Maximum feasible mortgage for household income	$250,187	$250,187
Monthly Gap	$200	$658
Total Gap	$33,388	$91,813

Source: *City of Hayward, Neighborhood and Economic Development Division*

This example demonstrates that the average size low-income household earns $200 per month less than what is required to purchase a two-bedroom home at the median price and $658 less than what is required to purchase a three-bedroom home.

To qualify low and moderate-income buyers for first mortgage loans, many lenders use variable interest rate loans (often with "teaser" rates). As interest rates rise, monthly payments increase, often by $150 or more per percentage point (depending upon the index used). At the same time, the costs of repair and replacement of common area improvements can increase faster than were estimated for reserves, causing an increase in the condo fee. Lower income households can get caught in the middle because family income usually does not rise as fast as these increased expenses. Although single-family homes are more expensive than condos, owners have more control over costs and can earn higher levels of property appreciation in a single-family home.

Tenant Housing Costs as a Percentage of Household Income

Another way of looking at the need for affordable housing is to look at rental housing costs as a percentage of household income. According to the U.S. Department of Housing and Urban Development (HUD), no more than 30% of gross household income adjusted for household size should be spent on rental housing costs. Tenants who pay housing costs in excess of this amount are considered to be "cost burdened" or overpaying for housing. As shown in the chart below, using the HUD standard, Hayward has the second highest percentage of cost burdened tenants among the comparison municipalities.

Table 5.34: Gross Rent as a Percentage of Household Income, 1999

Gross Rent As a % of Household Income in 1999	**Fremont**	**Hayward**	**Oakland**	**San Leandro**	**Union City**	**Alameda Co.**
Less than 15%	14.8	15.0	15.8	15.2	15.4	15.2
15 to19%	17.3	15.4	13.4	15.4	18.1	14.4
20 to 24%	17.1	13.5	12.5	14.6	14.2	13.7
25 to 29%	12.1	11.3	11.7	12.4	10.3	11.5
30 to 34%	8.3	9.1	7.6	9.3	9.7	8.0
35% or more	27.2	32.4	34.6	29.0	29.1	32.5
% cost burdened (over 30% of income)	**35.5**	**41.5**	**42.2**	**38.3**	**38.8**	**40.5**
% Not computed by Census	3.3	3.3	4.3	4.0	3.2	4.3

Source: 2000 U.S. Census

Among tenant households, the high cost of housing is even more apparent. More than 41% of Hayward's tenant households pay 30% or more of household income for housing. 2000 Census figures also show that 32% of tenant households pay 35% or more of their household income for housing and 18% pay more than 50% of their household income for housing.

Beginning in 1998, demand for rental housing in Hayward increased faster than supply which caused upward pressure on Hayward rents. (Real Facts, 12/00) Lower-skilled, lower-income families were forced to compete with more affluent families for fewer available housing units. The incomes of many of Hayward's tenant households did not increase in proportion to the increase in rents.

With the downturn in the economy, the intensity of demand has decreased. However, sales prices continue to be high because the problem – an insufficient number of housing units affordable to the households that need them -- continues. Rents have moderated somewhat. This is supported by the fact that the rental occupancy rates from 2000 to 2002 have only declined 2.9% in Hayward-- from 98.5% to 95.4% -- although more than 40,000 jobs have been lost the Bay Area. In 2003, rents appear to have declined further; although the highest percentage decline in rents has been among those that were the most expensive. (Real Facts, 2003)

According to Eden Information and Referral's (Eden I & R) housing database for the City of Hayward, there are approximately 4,900 rental housing units; most are one and two bedroom (4,472 units). Few of these units are vacant at any given point in time, because the rents charged for these units are typically at the low end of the market. The average rent for a one-bedroom unit is between $768 and $774 per month; two bedroom units average $892-904 per month. There are only 262 three-bedroom units in their database; their average rents are $1169 to $1188.

While these rents may be affordable for households at the HUD Low Income level, they are not affordable to households at or below 50% of median income. Households at 50% of median income will need to pay considerably more than 30% of their gross income, depending upon the size unit needed. Finally, discussions with ECHO and Eden I & R staff indicate that rents for the lowest-priced units were raised the most between 1998 and 2000. Rent increases of $300 to $400 per month were not unusual, creating an additional burden for very low-income households who are already paying more than 30 percent of their income on housing costs.

Real Facts, a residential real estate market analysis firm, found the following rents and unit mixes in their December 2002 market analysis of 7,162 units representing 58 rental properties in the City of Hayward. This inventory (designed to be a cross-section of the Hayward market) is slightly more than one third of Hayward's multifamily rental stock. Over the past two years, the occupancy rate has decreased from 98.4% in 2000 to 95.4% in 2002.

Table 5.35: Rental Housing Market Analysis

Unit Mix	# Units	% Mix	Average Square Ft	Average Low Rent	Average High Rent	Average Rent	Average Rent/Square Ft
Studio	102	1.4%	536	936	952	942	1.76
1 Bedroom/1 Bath	3,276	45.7%	699	985	1,045	1,005	1.44
2 Bedrooms/1 Bath	1,214	17.0%	891	1,185	1,194	1,188	1.33
2 Bedrooms /2 Baths	2,170	30.3%	967	1,291	1,359	1,314	1.36
2 Bedroom Townhouse	163	2.3%	901	1,196	1,196	1,196	1.33
3 Bedrooms/2 Baths	221	3.1%	1,088	1,563	1,578	1,568	1.44
3 Bedroom Townhouse	16	0.2%	1,025	1,395	1,495	1,428	1.39
Totals	7,162		828	$1,135	$ 1,185	$1,151	$1.39

Source: Real Facts, December 2002

Between 1997 and 2001, rents in this market sample increased an average of 55.3%. Then, between 2001 and 2002, rents decreased an average of -8.7% with the largest decreases in rent among studio (-10.5%), one and two bedroom apartments (-9.1% and –9.5%). Over this period, the decrease in rents has been approximately $100 per month, with the greatest reductions occurring in the smaller size units.

Unless existing tenants negotiate with their current landlords to lower their unit rents, these tenant households will not see the benefit of the rent reductions. Since many of Hayward's poorest tenant households are recent immigrants, they may not realize that it might be possible to renegotiate their current rents or be afraid that they will lose their housing if they ask. Most of the benefit of these rent reductions have likely been realized by new tenants moving in.

In 2001, almost all lower income households were overpaying for housing, if we use the HUD income levels and rent standard of 30% of household income for housing costs. As can be seen, the highest percentage of rental units in Hayward are one bedroom/one bath units and the next highest are two bedroom/two bath units. In 2001, the low average rent for a studio was higher than 30% of the HUD Low Income for a household of one; as was the low average rent for a one-bedroom/one bath for a household of two or three. Households of four, at the top of the HUD Low Income range could afford a two-bedroom/one bath apartment or a two bedroom town house, but could not afford a two bedroom/two bath or a three bedroom apartment. Households of five could barely afford the average low rent for a two-bedroom/two bath apartment and might suffer from overcrowding. Even a household of six could not afford a three-bedroom/two bath apartment, although that household could afford a three-bedroom townhouse.

In 2003, the HUD income levels are higher and apartment rents are lower. In general, households at 60% of the Oakland PMSA median income can afford to rent a one or two-bedroom apartment or two-bedroom townhouse. Households need to be at 80% of area median income in order to rent a three-bedroom unit without overpaying.

However, some tenants are still "locked" into their current apartments. To qualify for a market-rate rental, prospective tenants generally have to have a monthly household income of at least two or two and a half times the rent. Tenants who initially qualified for their apartments at lower rental rates, often cannot re-qualify for that same (or another similar) apartment at the new rental rate. The tenant is stuck; the household must continue to pay the higher rent or try to find another apartment for which they can qualify.

The high cost of housing the in the San Francisco Bay Area is as much a problem for moderate and lower-income families as is the physical condition of housing units or the incidence of neighborhood crime. High rents lead to overcrowding as families cut their expenses by living in smaller, more affordable units that may not be appropriate for the number of individuals in their family. Excessive cost burden may not be as visible as poorly maintained deteriorated buildings, but it has a significant impact on a family's quality of life and on the ability to maintain the property. This also has an impact on the quality of life in the neighborhood since poor maintenance; too many automobiles; and insufficient park and recreational space affect the neighborhood as well as the property and the residents.

Special Needs Housing Analysis and Estimated Number of Households

People with Disabilities

Low-income persons and families with special needs, including the frail elderly, persons with disabilities, persons with HIV/AIDS, persons with alcohol or other drug problems, and victims of domestic violence need housing with support services. However, there are very few housing developments that have supportive services. Supportive housing can increase life expectancy and quality of life for persons with special needs. For many, it can be key to preventing or permanently ending homelessness.

Each special needs population requires different levels of service and support. Some people will only need physical barrier removal or the installation of special equipment in the home. Frail elderly may need case management services. A person with acute disabilities, such as end-stage AIDS or severe mental illness may require a high level of many types of services available on site. Less vulnerable populations may need fewer services at their residence, but may need to be able to access services in the broader community. Services that are often associated with supportive housing include case management, alcohol and drug counseling, health and mental health care, money management and childcare. The following table shows 2000 Census data on disabilities.

Table 5.36: Types of Disabilities

Disability	Female	Male	Total	% of Population
All types of disability	13,372	13,925	27,297	19 %
With one type of disability:	7,000	7,494	14,494	10%
Sensory disability	618	704	1,322	1%
Physical disability	1,493	1,509	3,002	2%
Mental disability	536	748	1,284	1%
Self-care disability	98	134	232	.07%
Go-outside-home disability	1,634	1,056	2,690	2%
Employment disability	4,865	4,637	9,502	7%
With two or more types of disability:	6,372	6,431	12,803	9%
Includes self-care disability	2,084	1,395	3,479	2%
Does not include self-care disability:	4,432	5,262	9,694	7%
Go-outside home and employment only	2,811	3,583	6,394	5%
Other combination	1,621	1,679	3,300	2%

Source: *2000 U.S. Census*

There are many privately-operated facilities, including nursing homes and numerous licensed and unlicensed group homes, located in Hayward that serve disabled children, teens, adults, and seniors. There are 107 licensed group homes in the City. It is not known how many unlicensed group homes there are serving six or more residents; although, staff estimates that there are at least as many unlicensed as licensed homes. The City does not require a use permit for group homes serving fewer than seven residents; these are treated as single-family homes. Also, the City does not require a use permit for either child or adult day care serving fourteen or fewer residents.

The California Department of Rehabilitation estimates that 3% of the total population have disabilities which have an impact on their housing requirements to a significant degree, forcing the disabled to live near medical facilities, live in specially designed homes or live in congregate housing. Because the sole source of support for many people with disabilities is SSI, these are extremely low-income households. Many have difficulty obtaining housing when vacancy rates are low; most market rate housing is unaffordable. Many units of affordable housing are not accessible and cannot accommodate physically disabled persons. Education of landlords and disabled tenants regarding reasonable accommodation is sporadic. The lack of understanding by landlords of the needs of disabled tenants often leads to eviction proceedings, rendering the disabled person homeless and with a poor tenant history making future rental opportunities more difficult.

Recognizing these issues, for approximately 20 years, the City of Hayward has funded Community Resources for Independent Living (CRIL), the southern Alameda County independent living center, and Eden Council for Housing Opportunities (ECHO) to educate landlords regarding the needs and rights of people with disabilities, the availability of the City's accessibility grant program and the state and federal government's fair housing requirements. ECHO also audits rental residential developments for housing discrimination as part of ECHO's Community Development Block Grant contract with the City. Their last audit on disability was conducted in the fiscal year 2000-2001. The audit tested 51 properties over a five month period in Hayward, Union City, San Leandro, Livermore and Pleasanton. Twenty of these sites were in the City of Hayward. There were no properties where the tester was denied housing because of their spouse's disability. Five Hayward sites (25%) denied the tester permission to make all of the reasonable accommodation modifications necessary for the disabled spouse to move in. After the audit was completed, ECHO followed up with an educational campaign directed at the owners and managers of the apartments involved so that they received feedback on their performance in the audit as well as information and training regarding fair housing laws.

Although services for people with identified special needs is most critical, more limited service enriched housing can be beneficial to lower income populations that do not have special needs. Each household has a range of service needs, such as childcare, health care, advice about financial matters and educational opportunities. People with adequate resources are able to purchase these services in the community. Those who lack these resources can benefit greatly from affordable housing with services. These services can help stabilize individuals and families and prevent homelessness.

Senior Citizen Households

As discussed in the section on Age, Hayward's senior population has declined in the past ten years.

Table 5.37: Number, Median Income, and Poverty Status of Hayward Seniors

	# Households	Median Income for Age Group	# Below Poverty Level	% of Households below Poverty
Householder 65 to 74 years:	4,245	$37,833	481	0.11
Householder 75 years and over:	3,779	$24,003	491	0.13

Source: 2000 U.S. Census

The following chart shows the percent of senior citizen households whose income was at or below HUD Low Income limits in 1990 and 2000. This may not be a true picture of the economic well-being of the senior population since personal assets are not included. As can be seen, there are fewer senior households with incomes at or below HUD Low Income in 2000 than in 1990.

Table 5.38: Percent of Senior Households with Incomes at or below HUD Low Income

	55 to 64 yrs	65 to 74 yrs	75+ yrs
1990	45.2%	71.7%	86%
2000	42%	64%	78%

***Source:** 1990 and 2000 U.S. Census*

The following table shows the number of senior citizen households who own or rent. As can be seen, approximately 24% of Hayward's seniors rent their units.

Table 5.39: Senior Households' Tenure

Tenure/Age Range	65-74	75-84	85+	Total
Owner	4,070	3,157	692	7,919
Renter	1,112	924	495	2,531

***Source:** 2000 U.S. Census*

As shown in the discussion of tenure by age, most of Hayward's seniors are owner-occupants. Many Hayward seniors live in one of the nine mobile home parks in the City. Although they own their mobile homes, many of these seniors have very low incomes and, therefore, must defer needed maintenance on their units. Hayward has the largest number of mobile home parks in mid- and southern Alameda County. Unincorporated Castro Valley has the next largest number. In all cities, in the 2000 Census, senior households 75 years and older had the lowest incomes and were the smallest group in absolute numbers.

The 2000 Census also shows that there are 1,267 women age 65 and older living in group quarters; the majority (845) of whom are in nursing homes. Of men, 65 years and over in group quarters, 348 out of 571 are in nursing homes.

Large Households

Prior to receiving 2000 Census information, ABAG Projections 2000 estimated that the average household size in Hayward would increase from 2.75 persons per household in 1990 to 2.92 in 2000. However, 2000 Census data showed that the average household size is 3.08 and the average family size is 3.58. In some census tracts, the average family size is as large as 4.26. As discussed in the section on household size and race/ethnicity, Hispanic, Pacific Islander and Asian households have the largest household and family sizes in Hayward. The 2000 Census showed there were 4,733 new households in Hayward. Since there were approximately 3,000 new dwelling units developed during this period, it is highly likely that there is significant over-crowding.

Since Hispanic households are about one third of Hayward's population, with slightly more than half being tenants, there are likely to be significant numbers of overcrowded Hispanic tenant households. Since Asian and Pacific Islander are more likely to be homeowners, overcrowding is likely among large families who are homeowners, and certainly present among tenant households.

There are slightly more large-family owner households than renter households. As discussed in the section on household size, while there appears to be an appropriate fit in ownership housing, there appears to be substantial overcrowding in rental housing. Most of the rental stock in Hayward are one and two bedroom apartments, although there are about 300 units of three bedroom, one bath apartments in the Harder-Tennyson. Clearly those 300 units are not sufficient to meet the need.

Overcrowding can be defined in terms of the ratio of occupants per room. A conservative standard for overcrowding is 1.51 or more occupants per room. According to the 1990 Census, 2,058 occupied housing units had a ratio of 1.51 or more persons per room, and 70 percent of these overcrowded units were occupied by renters. The incidence of serious overcrowding appears to have increased from 1980 by approximately 1400 units. The 2000 US Census showed that overcrowding had more than doubled; there were approximately 5,000 occupied housing units that had a ratio of 1.51 or more persons per room. Of those, approximately 67% are occupied by renters.

As discussed in the household composition section, the percentage of large households in Hayward has been slowly increasing since 1980. The 2000 Census identified 10,581 households with 5 or more members, almost 20% of total households and twice the number of large family households as in 1990. Large renter households are more predominant in two census tracts (4375 and 4377) in the Harder-Tennyson and in the Jackson Triangle; large households in ownership housing are more predominant in the Tennyson/Alquire, Fairway Park and Glen Eden neighborhoods.

Farm workers

There are no agricultural land uses in or near the City of Hayward.

Female/Male Single Heads of Households

The following table describes the changes over time in families regarding the gender of the head of household.

Table 5.40: Head of Household Gender

Head of Household	1980	% of Total	1990	% of Total	2000	% of Total	# Increase 1990-2000	% Increase 1990-2000
Married	19,627	79.8%	20,354	73.7%	22,555	70.6%	2,201	10.8%
Female Head	3,865	15.7%	5,247	19.0%	6,503	20.4%	1,256	23.9%
Male Head	1,107	4.5%	2,010	7.3%	2,873	9.0%	863	43.0%
Total	24,599	100.0%	27,611	100.0%	31,931	100.0%	4,320	

Source: 2000 U.S. Census and City of Hayward Neighborhood and Economic Development Department

As is true of the U.S. population as a whole, in Hayward, the percentage of married families has decreased and the percentage of unmarried heads of households has increased; particularly, male headed households. The following table contrasts the household types for selected localities.

Table 5.41: Household Types for Selected Cities and Alameda County

Head of Household	Hayward	%	Alameda County	%	Berkeley	%	Fremont	%	Oakland	%
Married	22,555	70.6%	245,766	72.5%	12,972	69.6%	42,757	81.9%	51,332	59.4%
Female	6,503	20.4%	67,886	20.0%	4,253	22.8%	6,307	12.1%	26,707	30.9%
Male	2,873	9.0%	25,444	7.5%	1,421	7.6%	3,164	6.1%	8,308	9.6%
Total Family Households	31,931	100.0%	33,9096	100.0%	18,646	100.0%	52,228	100.0%	86,347	100.0%

Source: 2000 U.S. Census

Oakland has the highest percentage of female-headed households, followed by Berkeley, Hayward, Alameda County and Fremont.

In Hayward, of the total households in poverty, 36.41% of unmarried family households are below the poverty level; 25.32% are female-headed family households and 11.10% are male-headed family households. This is a contrast to the 1990 Census where it was found that 38.86% of unmarried family households were below the poverty level; 36.19% were female-headed households, while 2.67% were households headed by men.

Homeless

The Alameda Countywide Homeless Continuum of Care Plan indicates there are an estimated 9,000 to 16,500 people homeless within Alameda County on any given night. Although three-quarters of this population identify Berkeley or Oakland as their place of residence, between 2,000 and 3,500 (23%) considered other jurisdictions within Alameda County as their primary place of residence before becoming homeless. While services and housing opportunities for homeless people have steadily increased in Alameda County, they have not kept up with the pace of people becoming homeless.

The Alameda Countywide Homeless Continuum of Care Plan estimates that families make up between 30 and 49% of the homeless population. Forty-nine percent of the shelter beds in the county serve families, however the number of beds does not meet the number of homeless who would like to sleep in them. These beds are distributed across the county in proportion to the homeless population (e.g. most of the beds are in Oakland and Berkeley, with the remaining beds spread throughout the County).

The Plan also indicates that 38-48% of the county's homeless population have alcohol or other drug problems and 22-42% have moderate to severe mental health problems. There is a high percentage of people who are dually diagnosed with both alcohol/other drug problem and some form of mental illness (19-40% of total homeless). HIV infection is estimated at 15-25% of the total homeless adult population. For women, domestic violence is a major cause of homelessness, affecting 22-60% of homeless women. Veterans (primarily male veterans) make up approximately 34% of the homeless populations.

Many of the shelter beds serve a portion of these subpopulations, however many people are more comfortable and more willing to get services from shelters that target people with their specific needs. Often general shelters are unable to deal with the complex needs of subpopulations, such as those dually diagnosed and those released from prison. Current shelters offer beds, supported housing units, and residential treatment beds, in addition to multi-service centers for day-time use. Targeted services for people with one or more special needs or disabilities are needed outside of Berkeley, Oakland and Hayward.

There are four homeless shelters within the City of Hayward, providing 104 beds each night. These facilities provide shelter and services specifically designed for either intact families, women, children or single men. All of these shelters are full on a nightly basis and often have to turn away people in need. In addition to providing emergency shelter services, there are two transitional housing programs, serving approximately 18 families within the City of Hayward that help families moving from homelessness to permanent housing.

Table 5.42: Homeless Programs

Shelter Program	Clientele	Capacity
Emergency Shelter Program (ESP)	Women and their children who are survivors of domestic violence and women and their children who are homeless.	32 Beds
Family Emergency Shelter Coalition (FESCO)	Two parent families who are homeless and single parent headed households.	24 Beds
Human Outreach Agency (HOA)	Single men who are homeless and referred by Alameda County Social Services.	18 Beds
South County Homeless Shelter (Building Opportunities for Self Sufficiency)	Mentally disabled homeless men and women.	30 Beds
WINGS	Women and children who are survivors of domestic violence.	14 Units
FESCO	Homeless families.	4 Units

Source: City of Hayward Neighborhood and Economic Development Division

Constraints On The Production Of Housing

Background

In order to fully understand the current constraints on the production of housing in Hayward, it is first important to look at the residential development practices of the past. Between 1950 and 1960, Hayward's population increased more than 400%. This population boom created a demand for single-family detached housing; approximately 15,000 units (more than 70%) of Hayward's single-family detached homes were built between 1950 and 1960. From 1960 to 1990, very few (only 2,460) units of single-family detached housing were developed. The perception of community residents was that Hayward was supporting multifamily rental housing, to the detriment of home ownership. Out of this belief was born the City's homeownership initiative in the early 1990s. Due to this initiative and the economic boom of the 1990's, almost as many single-family detached units – slightly more than 2,000 -- were developed during the period 1990 to 2000 as had been developed in the previous thirty years.

Prior to 1960, there were relatively few multifamily housing units (approximately 1,400) in Hayward. To accommodate the substantial population increase and reduce the costs of extending city utilities, including water, storm drain and sewer, throughout Hayward, developers began to focus on building multifamily housing. Between 1960 and 1970 approximately 7,000 units of multifamily housing were built. In the next two decades, approximately 10,000 units of multifamily housing were developed. During most of that time, apartment developers/owners were allowed to maximize density and lot coverage; one parking space per unit was required. Building and planning fees were very low; little attention was paid to the quality of construction and materials and to site design, as builders rushed to meet the population boom.

Over time, these efforts to accommodate the population increase created many problems for Hayward residents and neighborhoods. Apartment developments that maximized density and lot coverage did not include play areas for children or areas where families could gather outside of their apartments as neighbors and enjoy community activities. One parking space per unit is now insufficient for the number of automobiles owned by tenants. Automobiles are now often parked in adjoining residential areas or in non-parking areas in the complexes. In many cases, the appearance, amenities, quality of materials and construction methods would not meet the standards of more recent developments. Finally, many of the early developments have been poorly maintained.

In summary, architecture, site planning, construction, landscaping, parking, open space, recreational amenities and property maintenance have had a significant impact on the overall quality of older neighborhoods and a cumulative impact on the quality of life in Hayward.

Governmental Constraints

In general, Hayward's land use controls, design guidelines, codes and enforcement, required site improvements, fees and permit processing procedures have been developed, in part to, to correct development problems that have become evident over time. For example, in the early 1990s, the

City Council adopted design guidelines for various types of development to ensure that development within Hayward met a minimum quality standard and that developers were provided with consistent information from staff.

Development Patterns and Trends

Among central and southern Alameda County cities, Hayward is the oldest and one of the largest cities. For much of its history, Hayward has been perceived as a "blue collar" town due to the Hunts Cannery, its large industrial area and relatively affordable small houses. This perception, and the low ranking of the unified school district, are some of the reasons why Hayward has not been a "hot market" for residential development. Even now, a new home in Hayward does not command as high a price as that home would in Union City, Pleasanton, or Fremont. City Council and staff planners have had to take an active role with developers to obtain new residential, commercial and industrial development of the same quality as surrounding areas to the south and east of Hayward.

The quality of development is a very important issue here. The City has experienced many problems caused by low development standards and greater density. From the 1950s through the mid-1980s, there were surges of various types of development. First, single family detached development, then, multifamily development. Between 1960 and 1970 approximately 7,000 units of multifamily housing were built, and during the next two decades, approximately more than 10,000 units of multifamily housing were added. In neighborhoods that had had "ranchettes" or parcels that were used as chicken farms, lots were rectangular, narrow across the front and very deep. Because there were few development standards until the mid-1980s, some apartment buildings were poorly designed with as many units as possible loaded on the site, built with construction methods and materials that were not the best. There was little or no play space for children in the developments. The problems caused by poor quality design in the past, continue to exacerbate troubles in Hayward's poorer neighborhoods in the present.

Over the decade from 1990 to 2000, relatively few multifamily units were built due to changes in the federal tax code, the economic recession of the early 1990s, and market acceptance of single-family homes on smaller lots. In the early 1990s, Hayward tried to stimulate higher densities and the development of multifamily housing in the downtown area by zoning the downtown Central City district 50-65 units to the acre. However, developers consistently told City staff that it was not economically feasible to build to the densities required. A 1992 study by Sedway & Company bore out this assertion and densities in the downtown were revised downward to have a lower limit of 25-30 units per acre. Even then it was very difficult to attract developers, regardless of the development incentives offered by the Redevelopment Agency. In 1995, the Redevelopment Agency negotiated with Sares-Regis to develop 83 townhouse units on a site adjacent to the downtown BART station. This developer was also concerned about the proposed density of the project (approximately 30 units per acre), but felt a townhouse development adjacent to BART would be saleable. In 1996, the Atherton Place Townhomes development was completed. This was the first residential development built in the downtown in more than thirty years. Not until Atherton Townhomes successfully sold out in 1997 were developers attracted to downtown Hayward.

Although downtown zoning densities allow more units per acre than what has been built, developers continue to maintain that the market will not support the costs of building to maximum densities. In the past fifteen years, no developer has requested a density bonus. City staff has carefully analyzed this issue and have identified several reasons:

- Developers thought of Hayward as a suburban, rather than an urban area where single family development could not be too dense; otherwise, the units might not sell. However, through the City's efforts to redevelop downtown and create transit-oriented housing, this perception is slowly changing.

- Although the City is very supportive of mixed-use development to increase the supply of housing and highlight smart growth principles, many developers would prefer not to build these types of projects because they are much more complex to finance. Unless the project is in a high demand market, there is also the risk that the retail or office space will be or become vacant.

During the period 1990 through 2000, more than 430 new residential units were added to the downtown and nearby areas, 86 of these units were permanently affordable to households at or below 60% of median income and almost one-third were affordable to households at or below 30% of median income. At least 350 more units are currently in some phase of development. When first built, the Atherton Townhomes (83 units), were affordable to moderate income first-time homebuyers. However, the past several years of extreme price inflation in the Bay Area have put the purchase of these resale homes beyond the means most moderate-income first time home buyers.

The first market rate, multifamily rental development in the downtown was developed west of the downtown BART station. One hundred and ninety-two (192) up-scale rental units were developed at 30 units to the acre. Reduced parking was allowed for this development because it was adjacent to the BART/AC Transit hub. Interestingly, the developer created more parking spaces than the minimum, because it would make the project more marketable. It has taken a long time, but Hayward has finally been successful in obtaining diversity in both product type and density --single-family ownership, lofts, and multifamily rental housing in the downtown.

Because development takes a long time and almost all of the development cost is at risk prior to a unit being occupied, developers are very sensitive to what they perceive the market wants. During the period of 1990-2000, the largest and most consistently profitable residential product in the real estate market has been detached single-family homes. Because of the risks involved, generally, developers do not like to pioneer new and different types of residential products. They want to be assured that their investment is as secure as possible; that there is strong demand for the product; and that it is priced to achieve at least the minimum required return on investment. Therefore, builders frequently base their current and proposed products on what has been successful in the past.

Similar to our experience downtown, except for one large project proposed for the hills, new single family residential development came later to Hayward than to many surrounding cities. Although the cost of development (except for land) was the same in Hayward as in other places, the sales prices of new homes could be $100,000 lower in Hayward, than in Fremont, for example. The price of land in Hayward has been lower than in surrounding areas, however, it was not low enough to give developers the same profit margin they received elsewhere. Beginning around 1997, as housing prices began to rise, residential developers began to be attracted to the Hayward market. Over the next three years there were more than 1,000 units in the development process. The vast majority of these homes were standard single family detached units on 5,000 square foot lots or town home developments.

Land Use Controls: General Plan and Zoning Ordinance

The City's General Plan and Zoning Ordinance provide for a wide range of housing types and densities, ranging from one unit per net acre in the Hayward Hills to a maximum of 65 units per acre in the downtown. In addition, the City allows a density bonus for developments that qualify under State Law.

Hayward's new General Plan, adopted in 2002, will guide the City for the next twenty years through the Year 2025. During the update of the General Plan, the City paid particular attention to "smart growth" principles being promoted throughout the country. The term "smart growth" has been described as an approach that can resolve the problems endemic to urban sprawl. These include loss of open space and farmland, growing traffic congestion, absence of a sense of place, poor quality housing, crowded schools and air pollution resulting from auto dependence.

While there is no single definition of "smart growth" that everyone embraces, there are certain common elements. Typically, smart growth fosters development that revitalizes central cities and suburbs, supports and enhances public transit, and preserves open spaces and agricultural lands. Smart growth creates communities that are more livable by developing efficiently within the already built environment. Smart growth advocates argue that the problems of both the cities and the suburbs can be addressed through more infill development, more concentrated development and more redevelopment, especially in areas served by transit or close to major employment centers. The basic concept is to make more efficient use of existing developed areas so that the need to accommodate growth through unfettered expansion of developed area is minimized. The basic principles can be summarized as follows:

- Mix land uses
- Take advantage of compact building design
- Create a range of housing opportunities and choices
- Create walkable neighborhoods
- Foster distinctive, attractive communities with a strong sense of place
- Preserve open space, farmland, natural beauty, and critical environmental areas
- Strengthen and direct development towards existing communities
- Provide a variety of transportation choices
- Make development decisions predictable, fair and cost-effective
- Encourage community and stakeholder collaboration in development decisions

Hayward has already undertaken various planning efforts that serve to implement smart growth principles. Examples include: establishment of redevelopment areas to revitalize the Downtown as a major focal point of the city; participation in the Hayward Area Shoreline Planning Agency to plan for the protection of our bay shore; adoption of an Historic Preservation ordinance to protect historic sites and structures; and adoption of Urban Limit Lines to preserve the shoreline and the hills. This General Plan incorporates policies and strategies that will continue to encourage the use of smart growth principles in long-range planning and development over the coming twenty years. Such policies and strategies seek to reduce our dependence on the automobile, create walkable neighborhoods, make efficient use of remaining land, preserve open space, and foster distinctive neighborhoods with a sense of place.

The City encourages mixed-use development as a tool for increasing residential use of second story space in the downtown and in neighborhood commercial areas. As shown in the table below, Central City-Plaza, Central City Commercial and Neighborhood Commercial-Residential districts allow -- by right – residential uses above first floor commercial development. Central City-Residential permits high-density multifamily housing (as much 65 units per acre). Commercial Office (CO) also permits medium density or high-density multifamily housing. Whether the density is high or medium depends on the General Plan designation for the geographic area.

To further stimulate the development of new housing, the City has recently adopted the Cannery Area Plan for the Burbank Neighborhood which is within the Redevelopment Area and adjacent to downtown. This is one of the oldest areas in Hayward and the plan is designed to revitalize the area. Approximately, 962 units of housing will be re-developed in this area; approximately 144 will be affordable for a term of 45 years – 58 units for very low income and 86 units for low to moderate income households.

The City does have an Urban Limit Line (ULL) that preserves the shoreline and the hills from development. Along the shoreline, the land adjacent to and outside of the Urban Limit Line is in public ownership and a plan has been developed to restore its natural habitat. The hill area outside the ULL has never been considered for affordable housing because of its topographic and geologic constraints. The ULL, therefore, is not a constraint on the development of affordable housing.

The following table lists zoning densities with the appropriate General Plan land use designation.

Table 5.43: Zoning Densities and General Plan Compatibility

Residential Zoning	Zoning Defined ("B" symbolizes combining zone and following number references the lot size.)	Minimum Lot Area (Square Feet)	Density Per Net Acre	Comparable General Plan Land Use Designation	Defined
RSB40	Single Family Residential	40,000	0.2-1.0	REDR	Rural Estate Development Residential
RSB20	Single Family Residential	20,000	1.0-4.3	SDR	Suburban Density Residential
RSB10	Single Family Residential	10,000	1.0-4.3	SDR	Suburban Density Residential
RSB8	Single Family Residential	8,000	4.3-8.7	LDR	Low Density Residential
RSB6	Single Family Residential	6,000	4.3-8.7	LDR	Low Density Residential
RS	Single Family Residential	5,000	4.3-8.7	LDR	Low Density Residential
RSB4	Single Family Residential	4,000	8.7-12.0	LMDR	Limited Medium Density Residential
RMB4	Medium Density Residential	4,000	8.7-12.0	LMDR	Limited Medium Density Residential
RMB3.5	Medium Density Residential	3,500	8.7-12.0	LMDR	Limited Medium Density Residential
MHP	Mobile Home Park	N/A	8.7-12.0	LMDR	Limited Medium Density Residential
RM	Medium Density Residential	2,500	8.7-17.4	MDR	Medium Density Residential
RH	High Density Residential	1,250	17.4-34.8	HDR	High Density Residential
RHB7	High Density Residential	750	17.4-34.8	HDR	High Density Residential
CC-C	Central City Commercial	None	30-65	HDR	Central City Commercial
CC-R	Central City Residential	None	25-50	HDR	Central City Residential
CC-P	Central City Plaza	Above 1st Floor			Central City Plaza
CN-R	Neighborhood Commercial–Residential	Above 1st Floor			Neighborhood Commercial–Residential
RO	Residential Office	5,000-5,914	Same as RM or RH		Residential Office

Source: City of Hayward, Department of Community and Economic Development, September 2001

Permitted Uses and Site Requirements

Table 5.44: Residential Development Standards by Zoning District

Zoning District	Permitted Uses		Conditionally Permitted Residential Uses		Density Units per acre	Yard Requirement in Feet			
	Primary	Secondary	Administrative	Conditional		Front	Side	Rear	Height
RS	Single-family dwelling, Group home, Day care home	Attached second dwelling unit, Second single-family dwelling	None	Large group home	7.0	20	5	20	30
RM	Multiple family dwellings Condominiums and Town homes, Single-family dwelling, Group home, Day care home	Attached second dwelling unit, Second single-family dwelling	Day care center	Large group home, Boarding home, Dormitory	7.0-14.0	20	5	20	40
RH	Multiple-family dwellings, Additions to existing single-family dwelling, Group home, Day care home	Second dwelling unit attached to single family dwelling	Single-family dwelling, Second single-family dwelling, Day care center		14.0-28.0	20	5	NA	40
RO	Boarding home, Group home, Multiple-family dwelling, Single-family dwelling, Day care home	Attached second dwelling unit, Second single-family dwelling	None Day care center	Large group home	7.0-28.0[2]	10	5	20	40
MH	Mobile Homes	No residential uses	None			20	10	10	40
CN/ CN-R	Residential dwelling units (above first floor commercial uses only), Day care center	No residential uses	Multiple-family dwellings with ground level units	None	14-20	10	NA	20	40
CG	Residential dwelling units (above first floor commercial uses only)	No residential uses	Some commercial uses		14-20	10	NA	None	None
CC-C	Residential dwelling units(s) (above first floor commercial uses only), Single family dwelling	No residential uses	None	Multiple family dwellings on the first floor	30-65	NA	5	NA	55' to 140'
CC-R	Artists loft, Boarding home, Group home, Multiple-family dwellings, Second family dwelling, attached, Single-family dwelling	No residential uses	Boarding home	Large group home	25-50	NA	5	NA	NA
CO	Multiple family dwellings, Group home	No residential uses	Boarding home, single-family dwelling, attached second dwelling unit, second single-family dwelling	Dormitory, fraternity or sorority house	14-20	10	10	20	40
CL	Residential dwelling units (above first floor commercial uses only)	No residential uses	No residential uses		14-20	20	10	20	40
CB	Residential dwelling units (above first floor commercial uses only)	No residential uses	No residential uses		14-20	10	10	NA	None
PD	Land uses permitted in any other district may be permitted in this District provided such use or uses are in harmony with each other and serve to fulfill the function of the planned unit development while complying with the General Plan, including any applicable neighborhood plan.								

Source: City of Hayward, Department of Community and Economic Development, November 2002

---

[2] *Contingent on underlying General Plan or Neighborhood Plan*

THIS PAGE LEFT BLANK

Site plan review is not required in RS, RM, or RH districts unless "the Planning 'Director determines that a project materially alters the appearance and character of the property or area or may be incompatible with City policies, standards, and guidelines." Also, the Planning Director may waive the requirement for site plan review if the proposed project meets all design and performance standards. Waiving this requirement can reduce the application review process by between four to six weeks. The Planning Director does require site plan review when the scope of the project is such that the public should be aware of it and have an opportunity to have public input.

City staff encourages developers to think about project design and quality in new construction and acquisition and rehabilitation projects. Improvements in design do not have to be costly in order to be major improvements in habitability. In new construction, the location of tot lots and community space can determine whether that space is actually used by the tenant families. In rehabilitation, the placement and use of complementary colors can bring out existing features of buildings improving the appearance, making the site feel "like new" to existing tenants.

Staff encourage developers to use the Planned Development (PD) zoning for a creative or innovative project that may involve a mixture of uses or housing types or where the terrain or natural features of the property are such that make development difficult. The PD zone can provide flexibility in terms of site layout and encourages excellent design and enhanced site amenities.

Hayward's Design Guidelines, available as a separate document, are reasonable and practical guides for site development. They were developed in the mid-1990s in response to:

- City Council's desire to set standards for development and
- requests from developers who wanted to know what the City identified as important elements of design.

These guidelines are basic principles that most architects would naturally incorporate into their plans. Under Residential Development, the General Considerations section, begins with the following guidance:

> "Residences are the most personal of all spaces to be designed. Because people's preferences, needs and financial capabilities vary widely, it is generally desirable to offer a wide range of housing choices in order to accommodate the City's residents in the most satisfactory ways."

These guidelines are basic and reasonable. They set a standard for well-balanced development, as shown in the following examples. "Architecture should respond to the characteristics of the site and adjoining homes to create a harmonious look for the area….One story transitional elements should be included where second stories are being added in predominantly single story neighborhoods" "As densities increase, care should be taken so that car uses do not dominate the site or the front elevations at the expense of the social functions of the street, aesthetics or open space."

The City has four Special Design Districts:

- The "B" Street Special Design Street Car District – This district has some of the oldest housing in Hayward. It consists of the five blocks of B Street from Grand Avenue west of City Hall. Architecture and materials shall be sympathetic to original Victorian, Colonial Revival, or Craftsman styles; for example, untrimmed openings, garish colors, and plywood siding are generally not acceptable.

- The Mission Corridor Special Design District – This district runs from Jackson Street along Mission Boulevard to Harder Road. The design theme for this district is Spanish ranch, compatible with the early history of Mission Boulevard as a connection between Spanish ranches and missions on the California coast. The theme is intended to support a friendly, neighborhood character with relatively low, spreading rooflines, warm earth textures and colors, and attractive exterior spaces for pedestrians, workers, and residents.

- The Cottage Special Design District – This district is the smallest special design district, one block in length, along Montgomery Street. This overlay district allows an historic pattern of small lot, single-family cottage development near town and transit which would otherwise be precluded by contemporary lot size, front setback, and parking requirements. Cottage development may utilize lesser lot sizes and parking requirements therein; other development may utilize lesser lot sizes and parking requirements of the underlying district, respecting the context of small-scale residential development in design and siting.

- The Cannery Special Design District -- The Design Plan envisions conversion of the industrial uses to commercial uses, residential uses, or mixed uses, as appropriate.

The B Street and Cottage districts are quite small and built-out. However, the Mission and Cannery Area districts are much larger, although there are fewer opportunities for development on Mission Boulevard than in the Cannery Area. Each area has a design plan or an overlay district intended to create a unifying theme to improve the overall appearance of that portion of the City and attract new businesses and residents. These special design districts have the potential to increase the cost of development within them, *if* the developer had not previously planned to build to the quality of construction and design inherent in the standards. However, most developers do build to that standard in order to assure that their product will sell or lease quickly.

Site requirements such as front, side and rear yard setbacks and building heights and other design and performance standards are described in the Hayward Zoning Ordinance and shown above in Table 5.44. There are approximately a half-dozen different sections of the ordinance that address a variety of residential uses including single and multifamily homes, mixed-use commercial and residential uses and mobile homes. Each section defines; permitted uses, lot requirements, yard requirements, height limits, and minimum design and performance standards. These standards are typical for cities in Alameda County and are available as a separate document.

In conclusion, Hayward has reasonable development standards that are typical for communities in the East Bay and do not appear to pose a constraint to residential development.

Parking Requirements

It has been said that one way to obtain greater housing densities, without increasing the cost of construction, is by reducing parking requirements. Hayward has reduced the parking requirements for residential developments on a case-by-case basis where development has been adjacent to transit or is a senior or special needs project. Success has been mixed. In senior and special needs projects, few problems have been noted. In market-rate rental developments, the City has gotten many complaints from the adjoining neighborhood and from tenants in the development about the proliferation of vehicles. Although many tenants take public transportation to work, each tenant has his or her own vehicle. Since rents are high, it is not unusual for three single adults to inhabit a two or three bedroom unit. There are fewer complaints about ownership developments with reduced parking; perhaps because these households perceive themselves to be more permanent, they develop a lifestyle of taking public transportation to work and feel comfortable sharing a vehicle.

The following table presents the City's parking requirements for a variety of housing types. These requirements appear to be similar to other Bay Area cities and do not present a significant constraint on the production of housing.

Table 5.45: Parking Standards for Residential Development

Use	Parking Spaces Required
Single-family dwellings:	2.0 covered per dwelling unit
If a lot abuts a public or private street that has no parking lane on either side of the street or is posted for no parking on both sides of the street.	2.0 covered per dwelling unit plus 2.0 open per dwelling unit, which shall not block access to the covered parking.
If a dwelling with a single car garage was built prior to March 24, 1959.	1.0 covered per dwelling unit.
Multiple-family dwellings:	
Studio	1.0 covered and 0.50 open per dwelling unit
One-bedroom	1.0 covered and 0.7 open per dwelling unit
Two or more bedrooms	1.0 covered and 1.10 open per dwelling unit
NOTE: Ten percent of the multiple family parking spaces required shall clearly be marked for visitor's parking, at least 70 percent of which shall accommodate standard size vehicles. Where less than 10 parking spaces are required, a minimum of one standard parking space shall clearly be marked for visitor's parking.	NOTE: Included in the rental cost, a minimum of one covered parking space shall be assigned to each studio and one-bedroom unit, and a minimum of one covered and one uncovered parking space shall be assigned to each two or more bedroom or more units. Assigned unused spaces may not be rented to any other party. Any uncovered space may be covered instead.

Use	Parking Spaces Required
Mobile Homes	2.0 per mobile home space, plus 1.0 guest parking space per three mobile home spaces within a mobile home park.
Attached Second-Family Units (Granny Units)	No additional parking spaces are required for attached second-family units.

Source: City of Hayward Planning Division

Development Incentives

The City/Redevelopment Agency has used various techniques to achieve a diverse housing market – acquiring land and assembling parcels, providing gap financing, issuing multifamily mortgage revenue bonds, and "fast-tracking" development applications to encourage developers to build to maximum densities. The City's CDBG and HOME funds have been used to develop rental housing for lower income households. The Low and Moderate Income Housing Fund of the Redevelopment Agency has been used to subsidize the cost of building apartment units for lower income households and for assisting moderate income households to become homeowners.

Infrastructure Capacity

Except for a few areas in the hills, infrastructure capacity is not a constraint to residential development in Hayward. There is sufficient capacity to serve all Hayward residents through 2025. The City of Hayward or private companies provide the following services:

Table 5.46: Municipal Services

Service	Provider
Water Service	City of Hayward, except for those areas annexed from the County that were and continue to be on East Bay Municipal Utility District water.
Sanitary Sewers	City of Hayward, except for annexed areas that were previously and continue to be served by other providers.
Storm Drainage	City of Hayward and, for certain areas annexed from the County, the Alameda County Flood Control and Water Conservation District.
Telephone Service	Pacific Bell
Natural Gas/Electric	Pacific Gas and Electric
Garbage Service	Waste Management, Inc.
Recycling	Tri-Cities Economic Development doing business as (dba) CurbCycle.

Source: City of Hayward

Municipal and private services are available to all parcels within the City limits, with the exception of the unincorporated Alameda County portion of the Mt. Eden neighborhood. This area currently has its own water system and no sewer or storm drains. Current policies require that, for parcels be annexed to the City, the owners must have, build or contribute to a fund to build City standard water, sewer, and storm drain infrastructure, unless there is a health threat to existing residences confirmed by the County Health Department.

Site Improvement Requirements

In the mid-1990's, the City reviewed all development requirements with an eye toward simplifying and speeding the process. At that time, we discovered conflicts between the requirements of a number of departments. For example, Public Works Engineering and the Fire Department had conflicting requirements for street widths and emergency vehicle access. All conflicts have been resolved (with public safety as the highest priority) and the City has a single standard for infrastructure that is applied uniformly. Public Works Engineering staff works with applicants to identify the development requirements that apply to their projects.

The City of Hayward requires on-site infrastructure improvements to be constructed by the builder in accordance with City standards when a new residential project is approved. This includes the construction of interior road, street lighting, water, sewer, storm drainage, and utility systems. Completed improvements are typically dedicated to the City or privately maintained by a Homeowners Association. The City has not adopted any requirements above and beyond those authorized by the State Subdivision Map Act.

Site improvement requirements on small infill sites, where interior streets are not required, are usually minimal. Such projects typically include curb and gutter replacements, street tree planting and sidewalk repair.

The City's site improvement requirements do not pose a development constraint, since the conditions required by Hayward are no greater than conditions for like subdivisions throughout Alameda County.

Government Fees

Land development within the City of Hayward is subject to direct fees imposed by the City and fees from other government agencies that are collected by the City. City fees represent the cost of staff activities in processing a development application and offsetting the capital expenditures needed to accommodate development. New housing is typically charged for site plan review fees, sewer and water connection fees, plan checking and building permit fees, park in-lieu fees, and school impact fees. If the development is a subdivision, there are additional fees for processing the tentative and final maps. In addition, the developer may have to pay the cost of preparing environmental reports, traffic studies, and soils reports.

Hayward has traditionally had permit processing and utility service hook-up fees that were about average when compared to surrounding cities. On July 5, 2003, Hayward's park dedication in-lieu fees will be increased to a level comparable with those charged by Fremont and Union City. Exempt from the park in lieu fees are:

- nonprofit owned, rental residential developments, with 30 year rent restrictions, whose tenants are at or below 60% of median income are exempt from paying the park in lieu fee;
- housing for the elderly or disabled that is owned or leased by a public agency; or
- ownership housing developed by a public agency or nonprofit agency affordable to first time homebuyers whose incomes are at or below 95% of area median income.

A list of Hayward's major fees associated with new development is available separately.

Fees to construct a 2,500 square foot single-family home in Hayward total approximately $39,953, which represents 9.9% of the average cost of a $402,000 new home in January 2003 (BayEast Association of Realtors). If school fees were subtracted from the total, development fees would be $29,353 or 7.3% of the average cost of a new home. In general, Hayward's fees are lower than those of Oakland, Berkeley, Fremont, Livermore, Pleasanton, and Union City.

Fees to construct a multifamily development comprised of 50 units would total approximately $1,091,650, if each unit were 1,000 square feet. These fees are 7.3% of a $15 million dollar project. These fees include school fees, collected for the Hayward Unified School District or the New Haven School District, and park dedication fees. As noted in the single-family example, Hayward's fees are lower than those of Oakland, Berkeley, Fremont, Livermore, Pleasanton, and Union City. If the development meets one of the criteria for exemption, total fees are $724,000 or about 5.5% of total development cost.

For multifamily development, fees of 7.3% do not represent a significant impediment to development. For single-family development, fees represent a slightly larger percentage of the cost of an individual unit. However, when school fees are subtracted, the remaining fees total approximately 7.3% of total development costs. Due to the economy and the restrictions California cities face in raising revenues, it is financially infeasible to waive government fees for development, particularly since residential development frequently does not generate enough tax revenue to pay for the service costs it engenders.

Whether a housing development is affordable or market rate, the impacts are quite similar. The City does not waive fees for affordable housing (except a partial fee waiver for the park in-lieu fee) since there are real impacts to be mitigated. If the fees create all or part of a financing gap, then City policy has been to provide the appropriate amount of CDBG, HOME, or Low/Mod funds to bridge that gap.

Processing Time

The City of Hayward has a "one stop" permit processing center where an applicant can obtain information and feedback on plans from planners, plan checkers, and engineers. Handouts, that describe requirements, time sequence, and checklists for all phases and types of development, are available to the public. Land use and zoning maps are displayed in the center and there is a separate self-serve area for the public to use when researching land uses.

The residential development process is comprised of a number of stages. Stages in the planning process may include: obtaining appropriate zoning, approval of parcel or subdivision map, site plan review, and environmental reviews. State law governs the processing time for planning applications, although the applicant can waive these time limits. The length of processing time also depends upon the knowledge, expertise, and ability of the development team; their ability to prepare plans in accordance with City requirements; to make timely submissions (and re-submissions); and to revise plans based on feedback received. Site plan review can take from 30 days to six months, depending upon the complexity of the project and the responsiveness and timeliness of the applicant's development team; the average time from application to approval is three months.

The following is a brief summary of the planning approvals process

1. The applicant makes an appointment with a Planning Division staff member to determine which regulations apply to their project and what materials they need to prepare.
2. The City encourages pre-application meetings for larger projects so that the developer and architect learn, in advance of application submission, all the items that City staff will be looking at when the application is submitted. At the request of the applicant, or if a Planning staff member determines it would be helpful, a pre-application meeting will be set up for the applicant with staff members from other departments in attendance as appropriate. Developers are given copies of the City's design guidelines and other requirements that may impact the project. In many cases, the development review process is shortened by the information provided to developers at these meetings.
3. The applicant submits a completed application, filing fee and required materials to the Planning Division.
4. The Planning Division reviews the application to insure it contains adequate information. If a public hearing is necessary, the Division staff will prepare a report analyzing the project for the Planning Commission.
5. Copies of the development application are referred to affected departments and other agencies for comment. Upon receipt of responses, the project planner will contact the applicant if new or additional information or revised plans need to be submitted. To speed the review process, the City utilizes parallel processing where staff members from various departments review the application simultaneously and then meet together to discuss any concerns about the application.
6. After the application has been reviewed by staff and the developer has submitted revised plans, if necessary, the appropriate approving authority acts it on. In the mid-1990's, Hayward speeded up its approval processes by combining the Board of Zoning Adjustments with the Planning Commission and by allowing the Planning Director to approve development applications. When all City design requirements are met, the Planning Director may approve the application. If the project is large or controversial and needs more public input, or requires a conditional use permit, the Planning Director will refer the project to the Planning Commission for decision. The decision of the Planning Director or the Planning Commission is final, subject to conformance with the conditions of approval, unless appealed within 15 days of the Planning Director's decision to the Planning Commission or within 10 days of the Planning Commission's decision to City Council.
7. The applicant applies for a building permit following approval of the application by the Planning Director or Planning Commission.

The following table presents the City's current processing times for single-family and multifamily building permits.

Table 5.47: Building Permit Processing Time

Application Action	# Working Days
Application submittal to first punchlist provided to developer.	25
Resubmittal of application for corrections to items on first punchlist.	10
Plans for model homes in subdivisions.	10

Source: City of Hayward Building Department

As mentioned above, in 1995, the City began conducting Pre-Application and Code Assistance meetings, to assist developers in preparing applications that meet City guidelines and can be processed quickly. When staff learns of a large or complex project, the developer and professional consultants such as architects and engineers are encouraged to meet with staff to describe the project and obtain feedback from planning, building, fire, traffic, engineering, utilities, and any other staff who may be likely to work on the project. This way the developer is able to meet those likely to work on his project and learn about the City's experience with and requirements for projects of this type; staff learns about the proposed project in the pipeline and so has some familiarity with it when reviewing plans.

At these meetings representatives from each department discuss the codes and other regulations that pertain to the proposed project and make suggestions that, if accepted by the developer, can reduce application processing time and may, subsequently, reduce development costs. Feedback from developers has been very favorable about the utility of Pre-Application meetings and subsequent Code Assistance meetings (more detailed follow-up with fire, hazardous materials, and building) and improvements in processing time and activities.

For several years, the City Manager has chaired a monthly development process policy group composed of the Planning Director, the Fire Chief and Fire Marshal, the Public Works Director, Technology Services Director and the Building Official to continually streamline and improve the development process.

Due to improvements in the City's development process, the processing of residential applications does not appear to be a constraint to the provision of housing.

Building Codes

The City of Hayward, as have many California cities, has adopted the Uniform Building, Plumbing, and Mechanical Codes and the National Electric Code with a few amendments such as the requirement for Class C (or better) fire-retardant roofing in the urban/wildland interface area east of Mission Boulevard. The State of California triennially reviews the Uniform Codes. Hearings are conducted at The State Building Standards Commission and local building departments are mandated to enforce the State adopted codes at the local level. In turn, every three years the Hayward City Council reviews and adopts the State revisions to the Uniform Codes, which govern all building construction in the City. Local jurisdictions are allowed to make reasonable amendments, with express findings, that such modifications or changes are necessary because of local climatic, geological or topographical conditions. As a result of the East Bay Hills fire in the mid-1990s, Hayward amended the Fire Code to require single family homes located in the urban/wildland interface area, to have sprinkler systems. Although this increases the cost of the home, it decreases the cost of insurance and ensures that the home will be protected as much as possible in the event of fire.

In 1999, the Hayward City Council reviewed and adopted as amended, the 1997 editions of the Uniform Building Code, Fire Code, Mechanical Code, Housing Code, Plumbing Code and the 1996 edition of the National Electrical Code. Ordinances adopting the above editions of the Codes and any City amendments were approved by the City Council on October 8, 2002.

Changes to the Building Code were to administrative procedures and material standards. The majority of these changes were administrative in nature and will not impact the time required for City staff to review and process proposed projects or increase the cost of the production of housing.

City staff actively participated in the Bay Area Tri-Chapter Uniform Code Adoption Committee, which represents Building Officials from the East Bay, Peninsula and Monterey area. The Committee has unanimously recommended that the most recent American Institute of Steel Construction requirements be adopted as a local amendment to the 1997 edition of the Building Code. Staff, therefore, recommended that the revised AISC standards be included in the Hayward amendments to the Building Code. Fremont, San Leandro and Union City have also adopted these updated standards as local amendments to the Building Code. Adoption by all East Bay jurisdictions will provide consistency of requirements locally.

- Electrical Code: All Electrical Code changes were administrative in nature or carry forward previously adopted amendments.
- Mechanical Code: Amendments to the City's Mechanical Code were primarily administrative in nature. In past years, the Mechanical Code was more restrictive on the use of flexible gas lines than was the Plumbing Code. This year, the Mechanical and Plumbing Codes were conformed. Now, both the Plumbing Code and the Mechanical Code allow for flexible corrugated stainless steel tubing (CSST), as adopted by the State. This product has proven to be an excellent product in areas with high seismic activity, and is especially useful in retrofit applications.
- Plumbing Code: Hayward prohibits the use of plastic (PVC) pipe for drain waste and other interior plumbing systems. This used to be a relatively common requirement by California cities although, more recently, a number of cities have dropped this requirement. While forbidding the use of PVC represents an additional cost to the builder, the plumbing systems may be more durable and long-lasting.
- Housing Code: All Housing Code changes were administrative in nature.
- Fire Code: All Fire Code Changes were administrative in nature.

Except for the requirement for fire sprinklers, the City's building code requirements do not adversely impact the cost of construction. The requirements address basic health and safety considerations. The requirement for fire sprinklers is a life safety requirement for residences in the Hayward Hills due to the high fire danger.

Constraints on the Development of Housing for Persons with Disabilities

Effective January 1, 2002, State Housing Element law was amended to include a requirement that jurisdictions provide additional analysis about constraints on the provision of housing for persons with disabilities. Specifically, the Housing Element must demonstrate local efforts to remove governmental constraints that hinder the City from meeting the need for housing for persons with disabilities and must include programs that remove constraints or provide reasonable accommodations for housing designed for persons with disabilities. This section will discuss governmental constraints and Appendix I – Description of Housing Programs lists specific City efforts to assist persons with disabilities.

The City of Hayward has no zoning or land use ordinances that impede the development of housing for people with disabilities. The City has actively supported the development of housing for disabled persons. Hayward has a long history of participating with other jurisdictions in Alameda County and with Eden Housing, Inc. and Community Resources for Independent Living (CRIL) in jointly funding projects that serve Hayward residents. In addition to providing low interest, long term loans to Eden Housing and to Allied Housing to develop housing for disabled households (e.g., the 26 unit Olive Tree Plaza and the 21 unit E.C. Magnolia Court), the City has provided funding to the following programs:

- Community Resources for Independent Living (CRIL, an independent living center for the disabled) for both the housing and the independent living programs;
- Deaf Counseling, Referral and Advocacy (DCRA) for safety modifications to Deaf House for the hearing impaired;
- Housing Opportunities for People with Aids (HOPWA) program (operated by the County) for which the City does accessibility modifications to remove architectural barriers;

The City operates an active grant program to make accessibility repairs to rental and owner-occupied residential units. This program increases the availability of accessible housing stock throughout the City. The City offers an accessibility grant to investor owners who make units accessible to disabled tenants and to low income homeowners who need to make accessibility modifications for themselves or a disabled household member. The program provides assistance to those who meet the following criteria:

- The residential property must be in the City of Hayward.
- The unit must be occupied by a disabled person.
- If rental property, the owner must agree to execute a five (5) year affirmative marketing and rental agreement with the City of Hayward prior to the issuance of a grant. This agreement requires the owner to rent the unit(s) made accessible to disabled persons (when this is

possible), and to affirmatively market the unit, when vacated, to disabled persons for five years after completion of the modifications.

Funds provided through this program may be used for services and materials required to make the dwelling accessible to a disabled person. Both structural and non-structural modifications for accessibility are permitted. Where financially feasible, modifications will follow the California Disabled Accessibility Guidebook (CalDAG).

As noted above, the City works with CRIL to market the City's accessibility modifications program to provide assistance to those most in need. In addition, the City has awarded funds to assist in the construction of a long-term care facility, primarily for deaf seniors in Fremont and a supportive housing project, operated by Allied Housing, in Castro Valley.

The City is strongly committed to encouraging all people, including people with disabilities, to participate in the public process and provides accommodations in compliance with the Americans with Disabilities Act of 1990.

Table 5.48: Housing Developments Accessible to Persons with Disabilities

Housing Development	Address	Description
Cypress Glen	25100 Cypress Avenue (at Austin Street)	1,2,3 Bedrooms27 Very Low Income Units 27 Low Income Units 4 1-BR adaptable units
E.C. Magnolia Court	22880 Watkins Street (at Willis Street)	1,2 Bedrooms 21 Very Low Income Units 21 accessible / adaptable units
Barrington Hills	655 Tennyson Road (at Mission Blvd)	1,2 Bedrooms 38 Low Income Units 150 Market Units 8 2-BR adaptable units
Huntwood Commons	263-291 W Tennyson Rd (at Huntwood Avenue)	1,2,3 Bedrooms 20 Very Low Income Units 20 Low Income Units 8 2-BR adaptable units
Huntwood Terrace	29200 Huntwood Ave (at Folsom Avenue)	1,2,3 Bedrooms 26 Low Income Units 78 Market Units 2 1-BR adaptable units
Olive Tree Plaza	671 West A Street	1,2 Bedrooms 25 Very Low Income Units All adaptable
Waterford Apartments	25800 Industrial Blvd (at Depot Road)	1,2 Bedrooms 109 Low Income Units 435 Market Units 6 1-BR adaptable units

A special section was added to the Zoning Code to specify that the City supports and encourages compliance with the federal Americans with Disabilities Act (ADA) and that the provisions of the Zoning Ordinance do not preclude making reasonable accommodations for persons with disabilities. In addition, Building Plan Checkers review development plans to ensure, among other items, that new developments meet the requirements of Title 24, Chapter 11, Volume 1 of the California Building Code. Existing Residential Development: Major changes to residential, commercial or industrial buildings are subject to review by the Planning and Building Departments. During the plan check process for Building Code compliance, Plan Checkers review plans in order for a building permit to be issued. During this review process, Plan Checkers check for Title 24 compliance. Plan checkers also review commercial buildings for disabled access to ensure that people with disabilities who live in Hayward can dine and shop here as well

Currently, there are no governmental constraints to the production of housing that is accessible for persons with disabilities. Additionally, for existing dwelling units that may have architectural barriers to accessibility, the City will continue to operate its residential rehabilitation programs to remove those barriers.

Non-Governmental Constraints

The primary non-governmental constraint to the production of housing is the cost of housing production. There are a number of costs associated with the development of housing: land, site improvements, construction costs, financing, sales and marketing.

Cost of Land

Although the cost of residential land in Hayward has typically been lower than in surrounding cities, the intense development demand of the late 1990s has increased the price of vacant land substantially. According to recent appraisals, the cost of vacant and underutilized land in Hayward is between $20-$30 per square foot; land zoned for medium or high-density housing is generally more expensive.

Since Hayward is almost "built-out," there are no longer a large quantity of vacant parcels available for residential development. The cost to clear an acre of land for redevelopment significantly increases the cost of development, as do the City policies requiring relocation and replacement of low income housing. Depending on the existing improvements that must be removed, the total cost to acquire parcel(s), relocate occupants, and possibly mitigate hazardous materials can be quite expensive. This can pose a problem for development if Hayward rents or sales prices cannot support the higher cost development.

Public Opinion

Recent public opinion regarding the need for and development of new affordable housing in Hayward has been relatively positive. This is due to the fact that many churches in the Hayward area have urged their members to support affordable housing and the recognition that many hard-working families are in need of affordable housing. Congregations Organizing for Renewal (COR) and the Hayward Coalition for Affordable Housing (HCAH) have organized lower and middle income Hayward residents and nonprofit social services agencies in support of programs that improve the quality of existing rental housing and the construction new rental housing. The key to acceptable developments is good design and full day or after-school child care on the premises.

This is a significant change from the attitudes of Hayward residents in the 1990's. The poor quality of design and construction that characterized high density rental housing built in lower income areas during the 1960's and 70's, caused many Hayward residents to voice opinions that were against the development of rental housing. Tenants, particularly poor tenant households on federal or state assistance, were seen as a source of neighborhood instability.

Since Hayward had lower rents and home prices than adjoining cities, it was seen as one of the most affordable areas in the East Bay. This contributed to the generalized belief that there was sufficient affordable rental housing in Hayward and that the greatest housing gap was housing for professionals and managers. The 1990's were a time when the City worked to increase the amount of upper income housing in order to have a better balanced local economy.

Environmental Constraints

- Seismic: Hayward is located in a seismically active area. The Hayward Fault runs through the City near Mission Boulevard and along the base of the hills. Liquefaction hazards exist in some areas of the City. In the Alquist-Priolo Special Studies Zone, which extends 100 feet on either side from known fault traces, geologic hazard investigations are required before development can be approved. Appendix L contains a map showing the location of the Hayward Fault. As can be seen, the Fault runs through the Hayward Hills. Construction in or near the Fault requires more expansive and expensive engineering than in other areas of Hayward, increasing the cost of development, particularly for multistory buildings. However, none of the vacant or underutilized sites listed in the Land Inventory are in the Alquist-Priolo Special Studies Zones.
- Flooding: Very little new development in Hayward is located in a flood plain. If located in a flood plain, appropriate mitigations must be implemented so that the site meets applicable FEMA standards before the development can be constructed. None of the vacant or underutilized sites listed in the Land Inventory require mitigations, except those in the South of 92 Specific Plan area. Prior to development occurring, mitigations were made (per the EIR) to meet FEMA requirements for residential construction.
- Hazardous Materials: The presence of hazardous materials in the soil and/or groundwater is another potential development constraint. Hazardous materials investigations are required prior to site development and remediation measures must be implemented where necessary.

This will increase the cost of development and, more importantly, the length of time from acquisition to project completion. There are a number of ways to remediate hazardous materials, depending upon their type; however, some of the least expensive ways, for example to remediate petroleum products, take time. Since time is a critical component of development, the presence of hazardous materials on a site is a constraint to development. In the Redevelopment Area, the Agency can facilitate the remediation process. None of the parcels listed on the vacant Land Inventory have hazardous materials contamination. Parcels on the Inventory of Sites with Redevelopment Potential may have some hazardous materials contamination that require remediation activities; however, information to date indicates that there is nothing that would preclude residential development.

The City of Hayward Fire Department has had a Hazardous Materials Office since 1984. The Office inspects and regulates all hazardous materials/waste use and storage facilities within the City. In addition, that Office enforces the Hazardous Materials Storage Ordinance for the City and is the designated Certified Unified Program Agency for the Hayward area. This Office also identifies contaminated sites and works with various agencies including California Regional Water Quality Board and the state Department of Toxic Substance Control to investigate, clean-up and close these sites.

Approximately two thirds of the contaminated sites identified in Hayward have been cleaned up and closed. There are approximately 125 sites with underground storage tanks in Hayward that are in the process of clean-up; of those many are gasoline stations or tanks in the industrial area that were used to service trucks. There are approximately 40 non-underground storage tank sites; all of which are in industrial or commercial areas. Outside of the Redevelopment Area, there are no contaminated sites in the vacant and underutilized land inventory. In the Redevelopment Area, there are some site contamination issues. The state of the art of dealing with sites that have hazardous materials problems has progressed greatly in the past ten years. The Redevelopment Agency is undertaking further analysis to determine the type of hazardous materials problems, the extent of the problems and the remediation activities required for clean-up. However, it does not appear that any of these would preclude housing development.

Construction Costs

The costs of construction materials and labor for new residential development appear to be fairly consistent across the Bay Area. In general, the average cost is between $100 and $150 per square foot, depending upon economies of scale, materials and methods used, and the type of labor employed. Given the same construction type, these costs are uniform throughout Alameda, Contra Costa, San Mateo and Santa Clara Counties and likely higher in San Francisco and Marin.

Financing Availability

For-profit residential developers have not reported problems financing new residential development in Hayward. Financing is available from a variety of sources including financial institutions, insurance companies, and pension plans (such as CalPERS). The Federal Reserve continues to maintain low interest rates in response to the decline in the U.S. economy. However, if funds for new housing developments become more expensive or more difficult to access then financing may become more of a problem. Non-profit developers have reported some problems obtaining financing; however, with the passage of Proposition 46, this problem should ease.

The Cost of Producing Affordable Housing

Eden Housing, Inc., a large nonprofit housing developer based in Hayward, reports that it currently costs between $230,000 - $240,000 per three bedroom apartment unit to develop affordable family projects and, somewhat less, about $140,000 per unit in multifamily developments for seniors, since the unit square footage is about half that of larger family units. A newly constructed single-family, owner-occupied three bedroom, two bath home on a small, in-fill lot can cost approximately $280,000 - $300,000 to develop depending on the cost of the land and the quality of design and construction.

In order to be financially feasible and permanently affordable for lower income, particularly very low-and extremely low income households, affordable multi-family rental residential projects require a number of financing sources. At a minimum, the financing includes:

- A first mortgage from a lending institution;
- Low Income Housing Tax Credits and or tax exempt mortgage bonds;
- Redevelopment Agency Low and Moderate Income Housing Fund monies;
- Community Development Block Grant and/or HOME Investment Partnership funds;
- State of California Multifamily Loan Program funds and/or a loan from the California Housing Finance Agency.

Financing may also include an Affordable Housing Program (AHP) grant, a Supportive Housing Program (SHP) grant, a bridge loan from a private or public lender or a foundation grant.

Depending upon the financing structure used, a multifamily development with rents affordable to families with incomes no more than 60% of median income ($46,000 for a household of four) will have a gap between the revenue generated by rent and the debt service that is $25,000 to $50,000 per unit. Typically, this gap is filled by City and state subsidies.

The housing needs section of the Housing Element has two examples of the affordability gap lower income households face in obtaining ownership housing.

Preservation of Affordable Housing Projects

This section presents an analysis of existing housing developments in the City of Hayward that have units with rent restrictions that are set to expire within the next 10 years due to termination of subsidy contracts, mortgage prepayment, or expiration of restrictions on use. "Assisted housing developments," typically include multifamily rental housing that has received governmental assistance federal, state or local funding programs.

Rent-Restricted Units "At Risk" of Converting to Market Rate

More than two-dozen multi-family developments in Hayward have income-restricted units. Several of these complexes have affordability restrictions set to expire during the term of this plan. The following table identifies and describes each of these complexes.

Table 5.49: Assisted Housing At Risk of Conversion to Market Rate

Project Name and Address	Government Assistance	Affordability Expiration	Total Units	Rent-Restricted Units		Conversion Risk	Notes
				Elderly	Non-Elderly		
331-353 Smalley Ave.	NA	2004	8				This project is located in an unincorporated area of Alameda County adjacent to the City of Hayward.
Alice Street Apartments 22814-22832 Alice St.	NA	2004	8	NA	NA	NA	
Tyrrell Terrace 26898 Tyrrell Avenue	NA	2005	27	NA	NA	NA	
Mayten Manor Senior Apartments 24000 Second Street	LIHC	2002	45	30	15	High	This project was sold in February 2001. The new owners elected to discontinue affordability restrictions.
Cypress Glen 25100 Cypress Avenue	Bonds, RHCP, LIHC	2004	54		54	None	This project is owned by Eden Housing Inc., a local non-profit housing developer. All units are covered by long-term affordability restrictions.
Hayward Villa 27424 Tampa Ave.	HUD 221D Loan and project-based Section 8	2005	78	78		None	
Clarendon Hills 700 Alquire Pkwy.	Mortgage Revenue Bonds	2003	285		57	High	The Owner has indicated that the rent-restricted units will convert to market rate at the end of the affordability period.
Montgomery Plaza 21659 Montgomery St.	HUD 221D Loan and project-based Section 8	2004	50	50		Very Low	The owner has indicated they will continue to participate in the Section 8 program as long as funding is available.
Summerwood Apts. 21701 Foothill Blvd.	GNMA / CDBG / 221d4	2003	162	0	32	Very Low	City has talked with owner. Affordability restrictions will continue as long as Section 8 is available.
Sycamore Square C St. & Valle Vista	HUD 221D Loan and project-based Section 8	2004	26	0	26	None	Owned by Eden Housing, Inc.
Eden Issei Terrace 200 Fagundes Court	202/Sec.8/CDBG	2005	100	100	0	None	Owned by Eden Housing, Inc.
Olive Tree Plaza 671 W. A St.	202/Sec.8/CDBG	2006	26	0	26	None	Owned by Eden Housing, Inc.

Source: City of Hayward Neighborhood and Economic Development Division

Replacement and Preservation Costs for Assisted Housing

State law requires that the City of Hayward provide an estimate of the total cost of producing new rental housing that is comparable in size and rent levels, to replace the units that could change from low-income use during the period covered by the Housing Element. The City must also present an estimated cost of preserving the assisted housing developments. Analysis of the ten developments with affordability restrictions set to expire in the next ten years indicates that few of the complex owners will elect to terminate these agreements. Therefore, it is difficult to estimate the cost to replace and/or preserve these units.

Based on the most recent affordable housing developments completed in Hayward, it would cost between $230,000 to $240,000 per unit to construct a new project comparable to existing affordable complexes. This estimate includes land acquisition, financing, and construction costs. Using this estimate, it would cost approximately $ 13,680,000 to replace the 57 units for very low-income households that will be lost when Clarendon Hills' rent restrictions expire in December 2003.

Another factor that complicates estimating the preservation of rent-restricted complexes is that it is difficult to predict the behavior of the real estate market. This value is influenced by market demand for rental properties. Recently, a local non-profit housing developer, who was a general partner in an affordable rental complex, bought out their limited partner(s). The complex featured a mix of market-rate and rent-restricted units. The buy-out cost equaled the original development cost due to the value of the market-rate units.

Resources for Preserving At-Risk Units

The following public and private nonprofit corporations are known by the City of Hayward to have development and managerial capacity to acquire and manage rent-restricted housing developments at risk of converting to market rate:

- Eden Housing, Inc.
- Mid-Peninsula Housing Corporation
- Alameda County Public Housing Authority (to provide Section 8 Vouchers for tenants)

The City of Hayward is willing to work with other qualified organizations that have the capacity to preserve and maintain affordable housing developments in Hayward.

The following table identifies federal, state, and local financing and subsidy programs that may be used to finance the preservation of assisted housing developments.

Table 5.50: Funding Sources for Affordable Housing Development

Resource	Rehabilitation	Acquisition	New Construction	Homebuyer Assistance	Rental Assistance	Homeless Assistance
Federal						
CDBG	✓	✓	✓			
HOME	✓	✓	✓	✓	✓	
McKinney Act	✓	✓				✓
Supportive Housing Program	✓					✓
Section 8 Rental Assistance Program					✓	
Low-Income Housing Preservation Program		✓				
Affordable Housing Program						
Mortgage Revenue Bonds	✓	✓	✓	✓		
State						
Tax Credits	✓	✓	✓			
California Housing Finance Agency	✓	✓	✓			
Housing and Community Development Department	✓	✓	✓	✓		
Local						
Redevelopment Housing Funds	✓	✓	✓	✓		
Alameda County Housing Authority					✓	
Private						
Community Reinvestment Act	✓	✓	✓	✓		
Banks and Savings and Loans	✓	✓	✓	✓		

Source: City of Hayward Neighborhood and Economic Development Department

Hayward's Ability to Meet the Regional Housing Needs Determination

The number of units allocated to the City by the ABAG Regional Housing Needs Determination process is shown in the table below.

Table 5.51: ABAG Regional Housing Needs Determination: 1999-2006

Total Projected Need	Very Low	Low	Moderate	Above Moderate
2,835	625	344	834	1,032

Land Available to meet the Regional Housing Needs Analysis

As discussed previously, sufficient land, zoned at appropriate densities, exists in Hayward to accommodate the ABAG Regional Housing Needs Determination allocation for Hayward. In addition to vacant acreage zoned for residential development, Redevelopment Areas such as the Hunt's Cannery Area have been studied and rezoned from Industrial to High Density Residential to increase the amount of land available at densities appropriate for residential development. Appendix E contains the inventories of vacant residential land and sites suitable for residential redevelopment. To date, within the planning period, building permits have been issued for 655 detached single-family homes and 340 multifamily units.

Table 5.52: Units For Which Building Permits Were Issued During Planning Period

Year	Single Family	Multifamily	Total
1999	235	160	395
2000	256	0	256
2001	96	97	193
2002	68	83	151
Total	**655**	**340**	**995**

Source: City of Hayward Building Inspection Division 2003

The 665 permits for detached single family units will help meet the above moderate-income housing need and the 340 permits for multifamily units correspond to units which will help meet the moderate-income housing need. As a result, the remaining housing need for moderate-income housing is 494 units and the remaining need for above moderate housing is 377 units. The following tables depict the City's Vacant Land Inventory and inventory of land that could be redeveloped.

Table 5.53: Vacant Land Inventory

Please Note: The numbers listed in shaded italics are the number of dwelling units per acre for each zoning designation at the mimium, average and maximum densities. Only vacant parcels of at least one acre were used in this calculating the acreages for medium and high density zoning designations. Housing Potential equals the number of units times the Net Acres column (which is 80% of Gross Acres to allow for infrastructure). The units in **Bold** Type are shown in Table 5.54 that follows.

Zoning	Vacant Land		Housing Potential		
	Gross Acres	Net Acres	Minimum	Average	Maximum
RSB20	3.52	2.82	*1.0* 3	*2.7* 8	*4.3* 12
RSB10	4.00	3.20	*1.0* 3	*2.7* 9	*4.3* 14
RSB8	19.40	15.52	*4.3* 67	*5.0* 78	*5.3* 82
RSB6	29.92	23.94	*4.3* 101	*6.5* 156	*7.0* 168
RSB4	0	0	*8.7* 0	*10.0* 0	*12.0* 0
Total RSB Zones	62.37	49.90	174	251	**276**
RS	62.53	50.00	*4.3* 215	*6.5* 325	*8.7* **435**
Total Single Family	119.37	95.50	389	576	711
RMB3.5	5.53	4.43	*8.7* 13	*10.4* 13	*12.0* 13
RM	21.98	17.59	*8.7* 169	*13.1* 169	*17.4* 169
RM/PD	18.09	14.47	133	143	152
CN	6.37	5.10	*8.7* 44	*13.1* 67	*17.4* 89
Total Medium Density	51.97	41.59	359	**392**	423
RH	1.7	1.36	*17.4* 24	*26.1* 35	*34.8* 47
CC-R/PD	1.89	1.52	46	46	46
PD	14.01	11.20	124	124	124
CC-C	1.90	1.50	*30.0* 46	*47.5* 73	*65.0* 100
Total High Density	19.52	15.62	239	**277**	316

Source: Win2Data; City of Hayward Department of Community and Economic Development

Table 5.54: Inventory Of Land Zoned To Allow Residential Development That Could Be Redeveloped

	Land		Housing Potential		
Zoning	**Gross Acres**	**Net Acres**	**Minimum**	**Average**	**Maximum**
RSB20	7.80	6.24	*1.0* 6	*2.7* 17	*4.3* 27
RSB10	6.83	5.47	*1.0* 5	*2.7* 15	*4.3* 24
RSB8	0	0	*4.3* 0	*5.0* 0	*5.3* 0
RSB6	12.32	9.86	*4.3* 41	*6.5* 64	*7.0* 69
RSB4	1.74	1.39	*8.7* 12	*10.0* 14	*12.0* 17
Total of RSB Zones	28.23	22.44	64	110	**137**
RS	23.01	18.41	*4.3* 79	*6.5* 120	*8.7* **160**
Total Single Family	51.70	41.37	143	230	297
RMB3.5	1.17	.94	*8.7* 4	*10.4* 6	*12.0* 8
RM SD4	4.04	3.23	*8.7* 12	*13.1* 39	*17.4* 43
RM	1.77	1.42	*8.7* 12	*13.1* 19	*17.4* 25
CN	2.76	2.21	*10* 19	*12* 29	*15* 54
Total Medium Density	9.74	7.8	47	93	130
RH SD4	41.33	33.06	*20* 543	*25* 800	*30* 831
RH	5.43	4.34	*17.4* 76	*26.1* 113	*34.8* 151
CC-R	4.13	3.30	*25* 63	*37.5* 71	*50* 79
Total High Density	50.80	40.70	682	984	1,061

Source: Win2Data; City of Hayward Department of Community and Economic Development

The Table 5-53 above shows that there are 183.21 acres of vacant residentially zoned land in the City of Hayward. The general rule of thumb is that 75%-80% of an acre is the portion that can actually be developed as housing. Because Hayward is mostly "built-out" with infrastructure and services throughout the city, the 80% figure has been used to calculate housing development potential. The remaining 20% of each acre is set aside for interior streets and other infrastructure typical of residential development.

A review of recent residential developments shows that single family detached homes and the City's two most recent multifamily rental developments have been built to the maximum density allowed for their zoning designations. Recent developments built under medium density zoning were built between the average and the maximum number of dwelling units per acre. Therefore, in the table that follows, maximum density is utilized for calculating the potential number of residential units affordable to above moderate-income households. The average density is utilized in the number of units affordable to moderate income households. Although projects have been built to maximum density, the average density has also been used to calculate the number of units affordable to low and very low income households, since it is not possible to ensure that every parcel is built to the maximum density.

In determining which Single Family (RS) units were affordable to above moderate-income households and which units should be attributed to moderate-income households, all units in the single family category with parcels larger than 5,000 square feet per unit were categorized as affordable to above moderate income households; single family parcels at or below 5,000 square feet were categorized as affordable to moderate income households. The City assists these households through the First Time Homebuyer Program that provides financial assistance up to $20,000 for down payment and closing costs.

Residentially zoned land with additional capacity are sites within the City that have potential for redevelopment. Again, 80% of each acre in the inventory has been utilized to calculate the net income on which the number of units has been calculated at minimum, average, and maximum. Table 5-55 includes areas that have been rezoned from Industrial to residential (medium and high density) as the result of the Cannery Area Design Plan as well as other residentially zoned parcels located near or along major arterials.

Table 5.55: Housing Development Potential Of Residentially Zoned Land

(Please note: numbers represent number of units)

	Total	Very Low	Low	Moderate	Above Moderate
Building Permits To Date	995	0	0	340	655
Vacant Land Inventory	1,380	277	392	435	276
Residentially-zoned Land That Could Be Redeveloped	1,374	984	93	160	137
Total Housing Potential In Planning Period	3,749	1,261	485	935	1,068

Source: Department of Community and Economic Development 2003

The table below shows Hayward's ability to meet the allocated regional housing need. Regional Housing Need from Table 5-51 is subtracted from Total Housing Potential from Table 5-55 to show Hayward's Potential in Excess of Regional Housing Need.

Table 5.56: Hayward's Ability To Meet Regional Housing Need

	Total	Very Low	Low	Moderate	Above Moderate
Total Housing Potential for Period	3,749	1,261	485	935	1,068
Regional Housing Need	2,835	625	344	834	1,032
Potential in Excess of Regional Housing Need	914	636	141	101	36

Source: Department of Community and Economic Development 2003

The table above shows that the City will be able to meet its projected housing needs for units affordable to moderate, low and very low income households through a combination of vacant land that is residentially-zoned and residentially-zoned land with an existing structure that could be redeveloped. The current zoning was used to calculate housing potential for each parcel. In calculating high and medium densities in Tables 5-53 and 5-54, only parcels suitable for residential development that were greater than one acre or contiguous parcels that when taken together totaled one or more acres were included.

In 1993 the City adopted a Growth Management Element that divided the City into preservation areas and change areas. Preservation areas were the existing single-family owner-occupied neighborhoods where new development was to be low or medium density and complementary with existing development. Change areas included downtown, the Mission Boulevard corridor, the Cannery and Burbank areas, the South Hayward BART station area and the Business and Technology (Industrial) district. Appendix E shows these Change Areas (now Focus Areas).

The City has encouraged the redevelopment of downtown adjacent to the Hayward BART station by rezoning to increase densities. There have been a number of new residential developments downtown and more are being built. Initially, it was difficult to persuade developers to build to the maximum density downtown. Now that downtown development has been successful, most developers are building at or near the maximum density. A map showing the current and proposed projects in the downtown area is available separately.

Housing Policies And Strategies

(Please see Appendix I for a complete description of each housing program that will implement these policies and strategies).

Expand The Housing Supply

1. Encourage the provision of an adequate supply of housing units in a variety of housing types which accommodate the diverse housing needs of those who live or wish to live in the city.

1. Maintain an adequate supply of land designated and zoned for residential use at appropriate densities to meet housing needs, consistent with the objective of maintaining a balance of land uses.
2. Promote development of infill housing units within existing residential neighborhoods in a variety of housing types.
3. Encourage high-density residential development along major arterials and near major activity or transit centers.
4. Explore ways to allow expansion of existing dwellings while maintaining the integrity of neighborhoods.
5. Encourage developers to create housing units that accommodate varied household sizes and income levels.

Conserve the Housing Stock

2. Ensure the safety and habitability of the City's housing units and the quality of its residential areas.

1. Maintain and upgrade residential areas through abatement of nuisances and provision of needed public improvements.
2. Maintain and upgrade the housing stock by encouraging the rehabilitation, maintenance and upkeep of residential properties.
3. Maintain a supply of various types of rental housing for those who do not have the desire or the resources to purchase homes.
4. Continue to implement the Residential Rental Inspection Program and explore whether changes are needed to maintain a quality housing stock.

Preserve Owner-Occupied Housing

3. Encourage the development of ownership housing and assist tenants to become homeowners in order to reach a 70% owner-occupancy rate, within the parameters of Federal and State housing law.

1. Encourage homeownership opportunities through down payment and closing costs assistance and deferred, second mortgage loans; conduct first time homebuyer workshops to prepare people for homeownership; and engage in periodic outreach to Hayward renters to inform them about the availability of homeownership workshops and other forms of assistance.

2. Develop monitoring programs to assess the potential cumulative effects of these homeownership programs.

Develop Affordable Housing

4. Ensure that the City's housing stock contains an adequate number of decent and affordable units for households of all income levels.

1. Generate housing affordable to low and moderate income households through participation in federal and state housing subsidy and mortgage bond programs and in county or non-governmental programs.

2. Periodically review the City's development process system to reduce delays or impediments to the development of new housing or the acquisition and/or rehabilitation of existing housing.

3. Consider an inclusionary zoning ordinance as a means of increasing the supply of affordable housing and reducing geographic concentration.

4. Review any proposed disposition of surplus public land within the City limits to determine its suitability as a site for low-income housing.

5. Use Redevelopment Agency resources to generate affordable housing within the Redevelopment Project Area and throughout the City, consistent with State law.

6. Work with the for-profit and nonprofit development community to create affordable housing.

Support "Special Needs" Housing

5. Ensure that special needs households have a variety of housing units from which to choose and that the emergency housing needs of Hayward households are met.

1. Analyze the special housing needs of the elderly, the disabled, female-headed households, large families, farm workers and homeless persons and families as required by State law.

2. Promote emergency housing programs that prevent or relieve homelessness.
3. Promote development of permanent affordable housing units for those defined above as special needs households.

Promote Fair Housing

6. Promote equal access to housing by educating City residents about fair housing and lending laws.

1. Promote the dissemination of information to alert homeowners about predatory lending practices.
2. Work with Bay East Association of Realtors to ensure that residential real estate agents and brokers adhere to fair housing laws and regulations; and work with tenants, tenant advocates, and rental housing owners and managers to eradicate housing discrimination and to ensure that Hayward's supply of rental housing is decent, safe and sanitary.
3. Review the Residential Rent Stabilization Ordinance and identify changes if appropriate.
4. Promote training for property owners and managers to ensure that they are knowledgeable of the requirements of Federal, State and local real estate, housing discrimination, tenant protection, housing inspection and community preservation laws; and promote training of tenants in the requirements of Federal, State, and local laws so that they are aware of their rights and obligations.

Preserve Assisted Housing

7. Avoid the loss of assisted housing units and the resulting displacement of low income residents by providing funds for the acquisition of at-risk subsidized housing developments by nonprofit housing developers.

1. Monitor at-risk projects/units.
2. Assist nonprofit acquisition of at-risk projects.
3. Participate in federal, state or county initiatives to address the preserving at-risk housing.
4. Encourage owners of existing Mortgage Revenue Bond projects to refinance bonds in order to extend the term of the Regulatory Agreement.
5. Work with Alameda County Housing Authority to obtain Section 8 Vouchers for displaced tenants of at-risk projects.

6. COMMUNITY FACILITIES AND AMENITIES

Introduction

The section provides a background for discussion of the community facilities and amenities, both existing and desired, in the Hayward area. Community facilities include public schools, libraries, and parks, as well as community and cultural centers. Amenities include historic resources and the surrounding open space that provides the visual setting for the city.

Issues surrounding schools include concerns about the continued use of portable classrooms to accommodate increasing enrollments, the need to construct new permanent facilities to replace aging facilities, and the need to consider a variety of options in providing for the necessary facilities. Desires have been expressed by various segments of the community to have the schools enhance their function as multi-purpose community centers, providing a variety of community services, recreational activities, and cultural amenities, which are accessible to and benefit a cross-section of the community.

Issues with regard to parks focus on the lack of land for additional park development. Hayward is experiencing more intensive development as land is redeveloped over time. It may be desirable to consider more, smaller parks to adequately serve existing neighborhoods as well as new infill housing developments. More usable open space could also be gained through completion of the PG&E Greenway. In addition, consideration could be given to provision of alternative recreational facilities as a condition of approval for new development.

Historic preservation can play an important role in enhancing the character of the community. Some buildings have been officially recognized as architecturally and/or historically significant structures. There is a need to conduct a comprehensive survey of historic resources and perhaps consider establishment of an historic district near the Downtown area.

Public Schools

Almost all of the Hayward Planning Area is within the Hayward Unified School District. A portion of the Fairway Park neighborhood in southeast Hayward is within the New Haven Unified School District; two of the District's elementary schools, Hillview Crest and El Rancho Verde, are located in the neighborhood, while the middle school and high school are located in Union City.

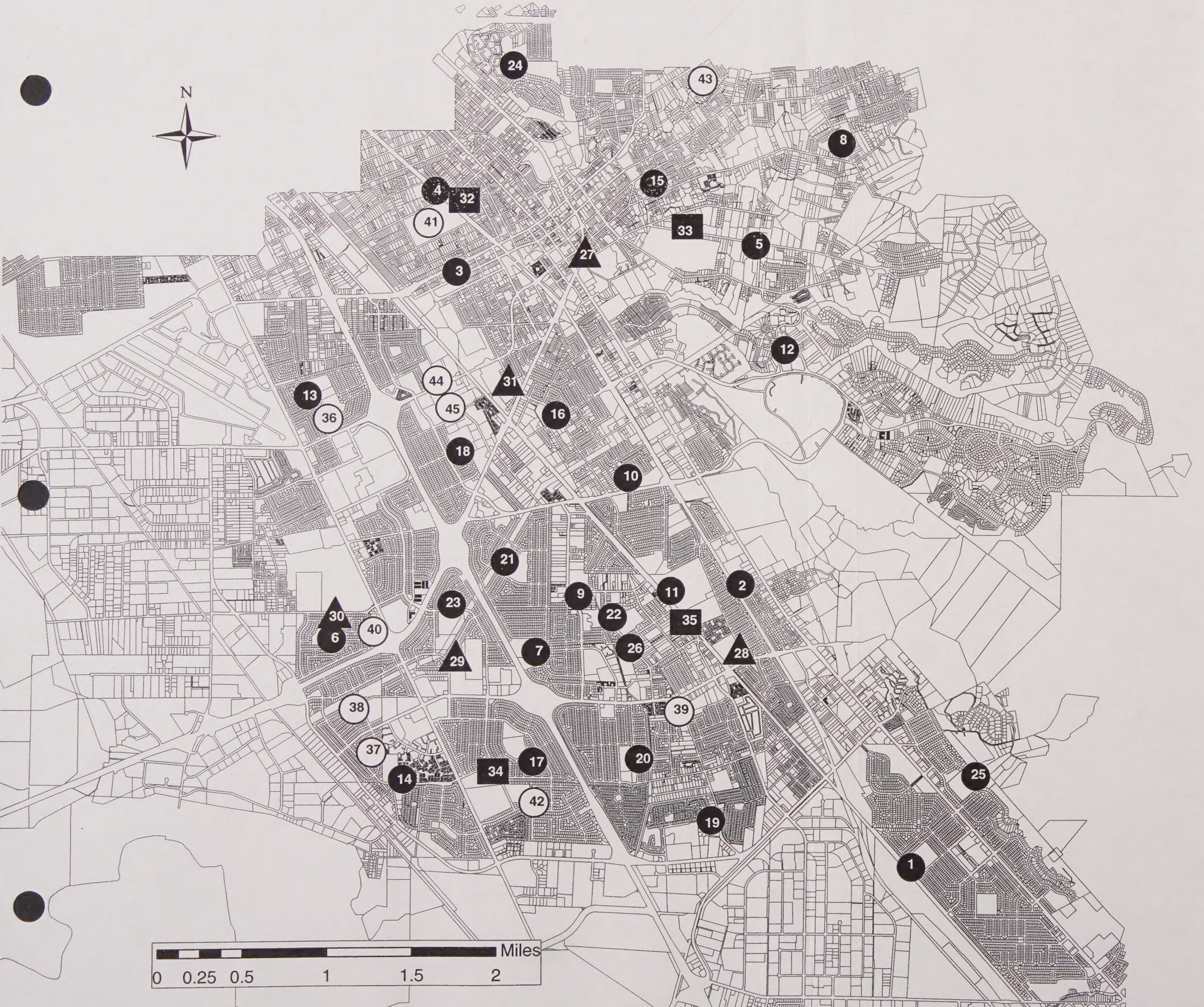
The Hayward Unified School District has experienced significant increases in enrollment over the past five years, from approximately 20,000 students in 1995 to well over 23,000 students in 2000. Much of this increase is due to new housing construction; however, the majority of the enrollment growth is due to the increase in the average household size. City staff estimates that less than 40% of the enrollment growth can be attributed to construction of additional housing units, based on the number of residential building permits issued and the average student yield per household. The average student yield per household throughout the District is estimated at .70 for single-family households and .34 for multi-family households. Recent studies by the District reveal that the average student yield for new residential developments built within the past five years is only .49 for single-family households and .17 for multi-family households.

Decisions made by the City in approving various types of housing developments can also have an impact on schools. During the past decade, most of the new housing construction in the city has consisted of single-family detached homes and attached townhouses, plus several rental condominium projects. This trend, which was aided by a booming economy, has resulted in an increase in the level of home ownership, and has also presumably contributed to the lower student transiency rates as measured by the District.

The increase in student enrollment, in conjunction with the state-mandated reduction in classroom size for the lower grades, has greatly exacerbated the overcrowding of existing school facilities and sites. In addition, all of the District's schools are more than 40 years old. They lack many of the facilities required for a quality education, such as modern libraries, comprehensive computer capabilities, and science and math labs.

The District has spent considerable time and effort in planning for future facility needs. In addition to the HUSD Master Plan (Concordia Study) adopted in early 1999, the District completed a Facilities Study in late 1999. Locations of HUSD facilities are shown in **Figure 6-1**. Issues addressed during the revision process included the following: concerns about the continued use of relocatables to accommodate increasing enrollments and the resulting overcrowding of existing sites, the need to construct new permanent facilities to replace aging and outdated facilities, and the need to consider a variety of options in providing for the necessary facilities, such as use of surplus parcels, two-story structures, or consolidation of sites into larger campuses.

Hayward Unified School District
SCHOOLS AND FACILITIES



●	**Elementary Schools**		
1	Bidwell	175	Fairway St
2	Bowman	520	Jefferson St
3	Burbank	353	B St
4	CherryLand	585	Willow Ave
5	East Avenue	2424	East Ave
6	Eden Gardens	2184	Thayer Ave
7	Eldridge	26825	Eldridge Ave
8	Fairview	23515	Maud St
9	Glassbrook	975	Schafer Rd
10	Harder	495	Wyeth Rd
11	Hayward Project School	27035	Whitman Rd
12	Highland	2021	Highland Blvd
13	Longwood	850	Longwood Ave
14	Lorin A. Eden	27790	Portsmouth Ave
15	Markham	1570	Ward St
16	John Muir	24823	Soto Rd
17	Palma Ceia	27679	Melbourne Ave
18	Park	411	Larchmont St
19	Peixoto	29150	Ruus Rd
20	Ruus	28027	Dickens Ave
21	Schafer Park	26268	Flamingo Ave
22	Shepard	27211	Tyrrell Ave
23	Southgate	26601	Calaroga Ave
24	Strobridge	21400	Bedford Dr
25	Treeview	30565	Treeview St
26	Tyrrell	27000	Tyrrell Ave
▲	**Middle Schools**		
27	Bret Harte	1047	E St
28	Cesar Chavez	27845	Whitman St
29	Martin Luther King, Jr.	26890	Holly Hill Ave
30	Anthony W. Ochoa	2121	Depot Rd
31	Winton	119	Winton Ave
■	**High School**		
32	Brenkwitz (Alternative)	22100	Princeton St
33	Hayward	1633	East Ave
34	Mt. Eden	2300	Panama St
35	Tennyson	27035	Whitman St
○	**Other Facilities**		
36	Helen Turner Childrens Center	23640	Reed Way
37	Central Kitchen	27000	Bahama Ave
38	Darwin Center	2560	Darwin St
39	Eden Youth Center	680	West Tennyson Rd
40	Eden Area Regional Occupation	26316	Hesperian Blvd
41	Adult Center-Sunset	22100	Princeton St
42	English Language Center	28000	Calaroga Ave
43	Adult Center-Laurel	2652	Vergil St
44	District Offices	24411	Amador St
45	Corporation Yard	24400	Amador ST

Fig. 6-1

Construction of New Facilities

According to the Facilities Study, the continued use of relocatables can have significant impacts on individual sites. While more classrooms are provided, there is often no comparable increase in the space for ancillary uses such as libraries and multipurpose rooms. In addition to overcrowded facilities, there is less open space for playgrounds on the site. The use of two-story structures, such as those installed at Winton and Chavez middle schools and Hayward and Tennyson high schools, helps to minimize the loss of open space. However, this solution by itself does not address the desire to move away from relocatables or the cumulative maintenance and modernization needs associated with the existing aging buildings. Construction of new permanent buildings would address these concerns and also create a better learning environment and improve the overall aesthetic appearance of the site.

As part of the discussion around a potential bond measure, the District has developed plans that call for building 285 new permanent classrooms at 30 sites to replace many of the relocatables on those campuses. The classrooms would be equipped with adequate computer outlets and internet capabilities. New library and media centers would be built at 18 school sites to enhance academic achievement. Construction of new classrooms at other sites would enable those schools to reopen libraries that had to be turned into classrooms due to overcrowding. In addition to the proposed new facilities, many campuses are being redesigned to improve traffic flow at school sites and to provide a safer environment for students and the neighborhood.

Consideration of Surplus Sites

The District is currently evaluating the possibility of reopening school facilities on various sites now used for other purposes. The Bidwell site was reopened last year as a companion campus for Treeview School. The District plans recognize the increase in enrollment at the secondary level and currently call for a fourth high school to be built on the Sunset campus. The District envisions the new high school as a state-of-the-art facility that would also be home to a Cisco Technology Academy to train students for careers in technology. Cisco Systems has recently committed $3.8 million for the new high school. There appear to be few other sites now used for other purposes that could be considered for reopening as school facilities. According to the HUSD Facilities Study, it may be worthwhile to look into the possibility of acquiring adjacent parcels to expand existing sites.

Schools as Community Centers

At the same time the District is focusing on efforts to accommodate the need for additional classroom facilities, desires have been expressed by various segments of the community to have the schools enhance their function as community centers. A recent resident survey commissioned by the City indicated that 84% of Hayward residents favored increased after-school use of school facilities. District plans call for new or expanded multipurpose rooms at 10 school sites that can be utilized for after-school activities. Gymnasiums are proposed at each of the District's middle schools to further enhance students' physical education opportunities. In addition, a new performing arts building to enhance music and art programs is proposed for the Mount Eden High School campus.

The District, in cooperation with other agencies, has enjoyed considerable success with the Youth Enrichment Program, an after-hours program now in place at all middle schools and selected elementary schools. The opportunities and constraints involved in providing child-care facilities at school sites will need further evaluation. Other non-school community services such as branch libraries or social services that might be made available at school sites are discussed later in this report.

Funding Sources

Potential funding sources for implementing possible solutions or alternatives as described above need to be explored. The District is currently evaluating the merits of putting a local bond measure on the ballot that would fund improvements at each school site. The District has recently adopted an increase in its school impact fees for residential development pursuant to provisions of SB50. The amount of school impact fees collected for each new single-family housing unit is $3.10 per square foot, while the rate for multi-family units remains at $2.05 per square foot.

Libraries and Cultural Centers

As the City enters the new century, use of the Library system to meet the information needs of the community becomes increasingly important. Many residents, including regular library users, are gaining computer skills and turning to electronic information resources. The majority of the community reflects a variety of ethnic backgrounds. A growing percentage of the youth live in homes where English is not the primary language. Critical issues to be addressed include adapting to changes in cultural diversity, meeting the needs of the community's youth, and serving as a center for life-long learning. The Library recognizes the need to reach out to the community to create partnerships and collaborative agreements with other organizations to better serve the community. This includes potential partnerships with the school district, colleges, and universities, as well as business and non-profit groups. Areas of focus could include continuing education, specialized training, information-based services, and space-sharing arrangements with organizations that provide complementary services.

In 1996, the Mayor's Blue Ribbon Task Force on Library Services submitted its findings, recommendations, and goals for the Hayward Public Library. Progress has been made in several areas in recent years through expanded hours at the Weekes Branch Library, increases in the materials budget, increased staffing, and installation of an automatic card catalog system. Current improvements include the recently completed 4,000 square-foot expansion of the Weekes Branch Library and plans for establishing links with the CSUH libraries and other libraries in the region. The possibility of constructing a new Main Library is under consideration in light of the community benefits package offered by the applicants for the proposed Russell City Energy Center.

In addition to the Public Library, various cultural organizations and facilities enhance the quality of life in Hayward. The Hayward Area Historical Society is expanding its role and contributions to the larger community. The Hayward Arts Council and Sun Gallery are providing oversight and space for cultural offerings as well as support to local and area artists. Other local venues for theatrical presentations and cultural exhibits include HARD's Little Theatre and the performing arts centers at Chabot College and Cal State-Hayward. Comments received from community residents express support for greater coordination and promotion of various cultural events scheduled throughout the city, and establishment of a performing arts center in the Downtown area.

Child Care Facilities

Child care is a vital resource for Hayward residents and employers. Child care and transportation for children are needs that have been identified in numerous community forums. The need for adequate child care has increased dramatically in recent years. Due to a significant increase in women in the workforce and rising numbers of both dual-income and single-parent households, the demand for licensed child care greatly exceeds the supply. Creative solutions to this problem must be found to help ensure future economic growth and to enhance the quality of life for residents of Hayward. According to research conducted by the Alameda County Local Investment in Child Care Project (LINCC), Hayward has only 5,603 licensed child care spaces compared to an estimated 14,807 children (ages 0-12) who need care. While some of these children are being cared for by nannies, relatives, or other unlicensed caregivers, there are thousands more that are in critical need of licensed, consistent care in order for their parents to work.

Parks and Recreation

The Hayward Area Recreation and Park District (HARD) is the primary provider of parks and recreational programs in the city. The District includes the unincorporated communities of Castro Valley, Ashland, Cherryland, Fairview, and San Lorenzo as well as the City of Hayward. HARD's current Master Plan was adopted in 1990; however, the District does not anticipate undertaking another comprehensive revision until 2005. The Master Plan is an important resource for the City in that park acreage and facility standards are contained in the document and incorporated by reference in the City's General Plan. Park acreage standards as adopted by HARD are presented in **Figure 6-2**.

The Master Plan relies on a heirarchy of parks to serve the various needs of district residents. Numerous neighborhood parks, school parks and playgrounds provide for the more frequent needs of local residents. Community parks are larger in size and provide a greater variety of facilities. Community parks that serve Hayward include San Felipe (on upper D Street), Weekes, Centennial, and Kennedy parks. In addition, a new sports park has been approved as part of the Eden Shores development in the southwest

HAYWARD AREA RECREATON AND PARK DISTRICT

PARK STANDARDS

PARK TYPE	ACREAGE STANDARD[1]	SIZE	SERVICE RADIUS[2]	LEVEL AREA
LOCAL PARKS	1.5 acres per 1,000 population	3-10 acres	1/4 to 1/2 mile	
■ School Parks				1.5 acres
■ Neighborhood Parks				3.0 acres
COMMUNITY PARKS	6.0 acres per 1,000 population	15-20+ acres	2 to 3 miles	10 acres
OTHER	2.5 acres per 1,000 population	As Appropriate	As Appropriate	As Approriate
■ Community Centers	(Complements Local Park and Community Park standards to meet overall District standards)	As Appropriate	2 to 3 Miles	1 acre excluding building and Parking
■ Aquatics Centers		2 acres minimum	As Appropriate	2 acres
■ Special Use Facilities				
■ Playfields				
REGIONAL PARKS	3.0 acres per 1.000 population	100+ acres	1/2 hour driving time	As Appropriate

Notes:

1. Overall ratio of acres of facilities to number of people in the District.
2. Throughout the report, service radius alternates shall be considered based on site requirements. Such variables as terrain, major man-made obstacles (such as freeways) and general availability of open space in an area may require adjustment of service radius requirements.

Fig. 6-2

portion of the city. Although most of Hayward is well served in terms of being within relatively close proximity to a local or community park, many of the existing parks are of less than ideal size. As a result, the total amount of parkland acreage is below the overall goals adopted in the Master Plan for the number of acres per 1,000 population (see **Figure 6-3**). Table 6-1 contains a listing of existing local parks (school and neighborhood) and community parks; locations of the parks are shown in **Figure 6-4**.

Urban Parks

Hayward is seeing more intensive development as land is redeveloped over time. Although HARD generally prefers neighborhood parks to be at least three acres in size, this is not always feasible in a built out community such as Hayward. As a result, it may be appropriate to consider more, smaller parks in order to adequately serve existing neighborhoods as well as continuing infill housing developments. In addition, the City may need to carefully evaluate opportunities for additional parkland as it pursues implementation of redevelopment objectives in older parts of the community.

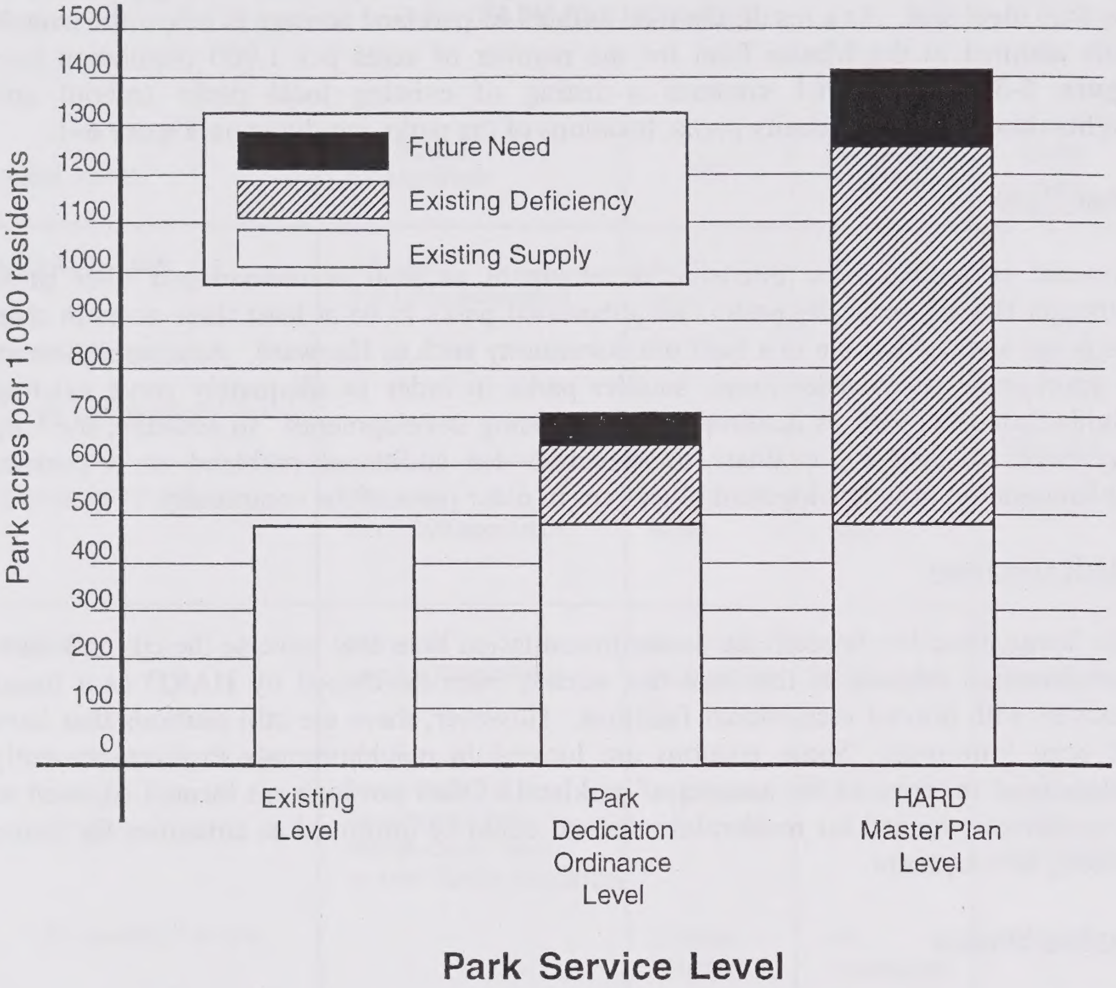
PG&E Greenway

This linear space lies beneath the power transmission lines that traverse the city in a east-west direction. Much of this land has already been developed by HARD as a linear parkway with limited recreational facilities. However, there are still portions that have not been improved. Some portions are located in neighborhoods that are presently underserved in terms of the amount of parkland. Other portions are located adjacent to areas that are planned for residential uses and could be improved as amenities for future housing development.

Funding Sources

HARD is continuing to seek out all possible sources of funding to keep pace with the increasing demands for parks and recreational programs. One source of funding for acquisition and development of parkland is the state Quimby Act. Under this provision of state law, the City requires dedication of parkland or in-lieu fees for each new housing unit it approves. The City has sought in recent years to bring fees closer to the cost of maintaining a standard of 5 acres per 1,000 population. The amount of in-lieu fees collected by the City is $3,000 for single-family units and $2,300 for multi-family units. It may be appropriate to give consideration to increasing the current fees, as they have not been reviewed since 1991. It may also be appropriate to look for additional opportunities to work with developers in evaluating the feasibility of providing off-site recreational facilities, community centers or other facilities and amenities. In addition, it may be desirable to consider the possibility of requiring on-site recreational facilities or in-lieu fees as a condition of approval for new industrial and commercial developments in the Industrial Corridor. The rationale for such a requirement would recognize that the continuing increase in employment densities in the Industrial Corridor may be creating additional demands for recreational facilities or opportunities that are not always being met on-site or through nearby existing facilities.

PARKLAND NEED AT ALTERNATIVE ACREAGE STANDARDS



Existing Service Level = 3.9 acres/thousand residents
Park Dedication Ordinance Level = 5 acres/thousand residents
HARD Master Plan Level = 10 acres/thousand residents

☐ Existing Local and Community Parks 492.58 acres

▨ Parkland needed for Existing Population
Based on population of 140,000 people in 2000 (U.S. Census)

■ Parkland Needed for Future Population
Based on estimated future population 156,600 people in 2020 (ABAG)

NOTE: Park acreage includes all parks operated by HARD or the City except open space sites consisting of the Shoreline Regional Park, the Greenbelt Trail, and the undeveloped Taper property. Acreage of undeveloped parkland is included, such as the Tennyson/Alquire park site and the Lewis property.

Fig. 6-3

TABLE 6-1
HAYWARD AREA PARK AND RECREATION FACILITIES

SCHOOL PARKS	ACRES
1 Fairway Greens	3.00
2 Bidwell Park	6.50
3 Eldridge Park	2.96
4 Palma Ceia Park	5.70
5 Rancho Arroyo Park	4.00
6 Ruus Park	5.57
7 Schafer Park	1.40
8 Southgate Park	8.91
9 Tennyson Park	9.62
10 John Muir School Park	3.20
11 Longwood Park	2.90
12 Park School Park	4.63
TOTAL SCHOOL PARKS	**58.39**

NEIGHBORHOOD PARKS	ACRES
13 Cannery Park	6.43
14 Canyon View Park	6.00
15 College Heights Park	3.88
16 Haymont Tot Lots	0.49
17 Nuestro Parque Sito	2.60
18 Old Highlands Park	5.05
19 Spring Grove Park	1.25
20 Stony Brook Park	4.50
21 Valle Vista Park	1.00
23 Christian Penke Park	4.11
24 Eden Greenway Park	56.00
25 Greenwood Park	3.00
26 Sorensdale Park	12.78
27 Birchfield Park	5.75
28 Centennial Park	11.70
29 Stratford Village Park	2.30
30 Silver Star Park	4.75
31 Gansberger park	4.23
32 Twin Bridges	2.02
Lewis Park (Undeveloped)	10.36
TOTAL NEIGBORHOOD PARKS	**148.20**

COMMUNITY PARKS	ACRES
33 Mt. Eden Park	14.47
34 Weekes Park	16.66
TOTAL COMMUNITY PARKS	**31.13**

TOTAL LOCAL PARKS	**237.72**

	SPECIAL USE FACILITIES	ACRES
35	Newman Park	0.20
36	Guiliani Park	0.13
37	Botany Grounds/Japanese Gardens/Little Theater/Senior Center	5.67
38	Shoreline Interpretive Center	2.55
39	Hayward Plunge Memorial Park	31.00
40	Kennedy Park	13.00
41	Taper Park (Undeveloped)	37.00
	Mt. Eden Swim Center	1.00
	Sorensdale Recreation Center	n.a.
	Tennyson Swim Center	1.00
	Sunset Swim Center	1.00
	Skywest Golf Course (18-hole)	125.00
	Mission Hills of Hayward Golf Course (9-hole)	46.12
	Mission Boulevard Greenway	4.82
	TOTAL SPECIAL USE FACILITIES	**268.49**

	PLAYGROUNDS AND PLAYFIELDS	ACRES
42	Bret Harte	4.20
43	El Rancho Verde	4.00
44	Brenkwitz High School	3.00
45	Martin Luther King	4.20
46	Southgate Park	3.00
47	Tennyson High School	2.00
48	Tyrell School	2.00
49	Sunset Adult Center	2.50
50	Winton Junior High School	4.30
	TOTAL PLAYGROUNDS AND PLAYFIELDS	**29.20**

TOTAL OTHER LOCAL PARKS **297.69**
(Includes Special Use Facilities and Playgrounds and Playfields)

REGIONAL PARK	ACRES
Shoreline	1,627.00
Garin Regional	1,442.00

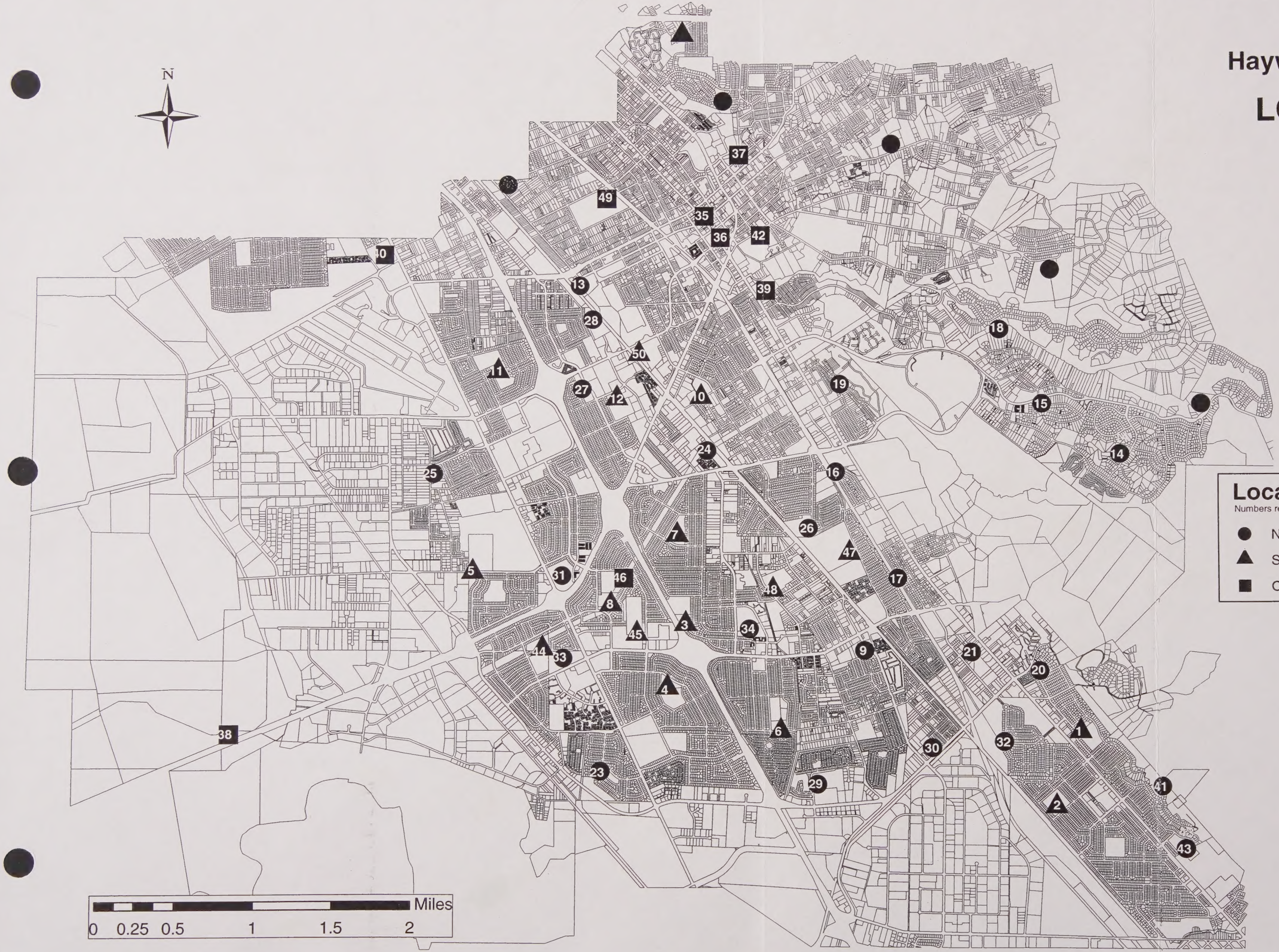
TRAILS	ACRES
Greenbelt Trail	114.70

TOTAL REGIONAL PARKS AND TRAILS **3,183.70**

TOTAL HAYWARD PARK ACREAGE **3,719.11**

Hayward Planning Area

LOCAL PARKS


N
37
49
35
36
42
40
39
13
28
18
50
11
27
12
10
19
15
14
24
25
16
26
7
47
5
31
46
17
48
8
3
45
34
44
33
9
21
20
4
1
6
38
32
30
23
29
41
2
43
Miles
0
0.25
0.5
1
1.5
2

Local Parks

Numbers refer to parks within the City of Hayward (See Table 6-1)

● Neighborhood and Community Parks

▲ School Parks

■ Other Local Parks

Fig .6-4

Multipurpose Facilities

Multipurpose facilities can be envisioned as places that provide a variety of community services, recreational activities, and/or cultural amenities. The range of functions might vary widely, from meeting and exhibit spaces to specific sports activities to delivery of certain social services. However, the overall goal is to provide a facility that is accessible to and benefits a cross-section of the community. These types of facilities may not necessarily resemble the traditional community center.

The objective for community centers, as cited in the HARD Master Plan, is: "To meet the need for all age groups for a center for leisure programming, impromptu and organized social events by providing indoor/outdoor space for classes, lectures and special events, community group programs and meetings, and by providing rental space for community groups."

HARD standards for community centers include a site large enough to provide one acre level area in addition to building and parking, adequate access from neighborhoods served, and 10,000 square feet of useable space. Indoor amenities may include a multi-purpose room with stage and high ceiling, a mini-gym with wood floors and lockers/changing space and storage areas. Outdoor amenities might include a performance space or amphitheater, a tot lot, picnic area and/or minimum 100-foot square turf play area.

According to the HARD Master Plan, there are currently three community centers that serve residents of the City of Hayward. These are the San Felipe Community Center (on upper D Street), the Southgate Community Center and the Weekes Community Center. The Bidwell School site, which functioned as a community center for a number of years, was relinquished to the Hayward Unified School District in 1999 for use again as an elementary school site. The former Sunset High School site also functions as a community center in many respects as well as serving as the location for the Adult School. The Hayward Senior Center provides meeting and activity space, but serves primarily the senior members of the community. The City's Centennial Hall also provides indoor meeting and group celebration space to members of the community as well as outside groups.

An important goal, given the physical size of the City of Hayward, the number of its residents and the composition of the population, would be to increase the number and availability of multipurpose facilities that serve the City and broaden the scope of services provided. Substantial progress has already been made in this regard through the joint-use agreements between the school and park districts. Many school district play fields have been made available to the general public during after school and weekend hours, providing a significant increase in recreational facilities and opportunities for residents. Similarly, agreements between HARD and HUSD with regard to surplus school sites have also provided increased park and recreation space and facilities over the past ten years.

The recent growth in school populations has, however, necessitated the reopening of several sites, such as Bidwell, as full time school facilities. These past and projected facility losses speak again to a new effort to better leverage existing land and facilities to serve current and future growth in the city. For example, a unique opportunity for coordinated delivery of a number of services will soon exist in South Hayward given the proximity of the Eden Youth Center, the expansion and revitalization of Tennyson Park, and construction of the new Boys and Girls Club facility. Another opportunity may exist on the expanded Burbank School site as envisioned in the Cannery Area Design Concept Plan now under review.

Preservation of Historic Resources

The City has adopted an Historic Preservation Ordinance which provides for designation of historic sites and structures. The City's List of Historically or Architecturally Significant Buildings currently contains 13 structures that have been officially designated by the City. See **Figure 6-5**. In addition, it is accepted practice for staff to fieldcheck a site prior to issuance of a demolition permit for any primary structure to determine if the building might be considered a potentially significant structure.

Various surveys and studies have been conducted over the years to determine what sites, buildings and landmarks may be of local significance or be eligible for placement on national or state registers. One such study was conducted in the Downtown area in 1993 in conjunction with the formation of the Marks Historic Rehabilitation District. Another study was conducted with the assistance of the Hayward Area Historical Society as part of the Upper B Street Neighborhood Plan. Specific studies are conducted as part of the review of development proposals where potentially historic buildings have been identified on the site. In this way, appropriate mitigation measures can be taken, such as relocation to another site or creating a photographic record prior to demolition. The City has not conducted a comprehensive, citywide survey of potentially significant historic structures and sites outside of the Downtown area.

Survey of Historic Resources

As the supply of vacant land has dwindled in Hayward, pressures for redevelopment of underutilized parcels have increased. In addition, the original Downtown Redevelopment Project Area has been expanded in recent years, and more new construction activity is occurring. Perhaps a more comprehensive survey of historic resources in these areas and throughout the city is appropriate at this time. As a result of such a study, advance identification of potentially historic sites would be possible and could inform and perhaps expedite analysis of specific development proposals.

LIST OF OFFICIALLY-DESIGNATED ARCHITECTURALLY- & HISTORICALLY-SIGNIFICANT BUILDINGS

Address	Description	Date of Action	Reference
24072 Myrtle Street	Victorian House	4/6/76	Res. 77-089 CS
21800 Hesperian Blvd.	Site & Victorian Bldg.	4/6/76	---
944-952 B Street	IOOF Lodge	3/15/77	---
1105 C Street	IDES Lodge	3/15/77	Res. 77-089 CS
22701 Main Street	Hayward Museum	3/15/77	Res. 77-089 CS
22738 Mission Blvd.	Historic City Hall	3/15/77	Res. 77-089 CS
24077 Second St.	The Castle (Standon Hall)	3/15/77	Res. 77-089 CS
27355 Hesperian Blvd.	Oliver Estate	3/24/87	---
714 B Street	Victorian House	11/10/87	---
1325 B Street	Queen Anne Victorian House	10/10/91	SPR 91-29
22248 Main Street	Victorian House	11/16/95	UP 95-160-17
199 C Street	Hunts Water Tower	1/16/01	HSD #13

Fig. 6-5

Potential Historic District

In addition to identification of individual sites, it may be advantageous to consider the possibility of establishing an historic district. Such a designation, while recognizing concentrations of historic buildings, could also serve as a receptor site for relocation of other historic structures from elsewhere in the city. If a comprehensive survey is to be conducted, it may be advisable to look at the possibility of establishing an historic district located at the eastern edges of the Downtown area adjoining the Upper B Street neighborhood.

Visual Resources

The city contains a variety of topographic, vegetative, structural, and other visual resources. Scenic vistas of the Bay are available from higher elevations in the hills and along portions of the shoreline. Views to the hills are available from throughout the city, although they are generally restricted by the intensity of development and generally flat topography of much of the city. Views from the more scenic routes have been modified extensively over the past 35 years to reflect the generally urban context of the city and region. Some views of the hills, the bay, prominent buildings and landscaping remain intact. Potential development allowed by the General Plan would not substantially alter existing development patterns and established viewsheds. However, as the General Plan is more fully implemented, existing land uses could be converted to other types of development that could represent a change in the visual character of various areas in the city. For example, hillside development could result in grading, vegetation removal, and view blockage; urban infill development could locate higher density uses adjacent to pre-existing low-intensity uses that could result in different massing, shading, and privacy impacts. Projects could also add lighting for security, parking, and outdoor activities, which could result in light and glare impacts on neighboring areas. While these changes are not expected to be substantial within the context of the city as a whole, specific developments could have site-specific impacts.

COMMUNITY FACILITIES AND AMENITIES POLICIES AND STRATEGIES

Educational Facilities and Opportunities

1. Advocate the pursuit of academic excellence and the establishment of high standards for physical facilities in the local public schools.

1. Support academic standards that prepare students for the future.
2. Support efforts of the Hayward Unified School District to pursue adequate funding for school facilities and operations.
3. Cooperate with the Hayward Unified School District to ensure that the impacts of new development are addressed and that appropriate mitigation measures are established.
4. Promote the concept of constructing new schools that contain the essential core functions and activities and provide flexible classroom facilities.
5. Support the construction of multi-story schools to maximize the efficiency of available acreage for playground and other open space.
6. Support quality design in the construction of new school facilities.
7. Encourage rehabilitation of selected school facilities to bring the quality and condition of facilities throughout the district to a uniformly acceptable standard.
8. Promote vibrant and viable neighborhoods to encourage community involvement and investment in the schools.
9. Assist Hayward Unified School District in studying measures that enhance the safety of students, such as the feasibility of closed campuses.
10. Encourage evaluation of reconfiguration proposals that would consolidate school campuses into larger facilities with a greater variety of courses and activities
11. Work with the local public and private schools, business and vocational schools, Chabot College, and California State University-Hayward in promoting a full range of educational opportunities for the Hayward community.

Library Facilities

2. Seek ways to enhance the role of the library system in meeting the information and educational needs of the community.

1. Regard the Blue Ribbon Task Force on Library Services Report as the long-range plan for provision of library facilities and services and pursue its implementation as appropriate.
2. Continue to work with educational institutions and business and non-profit groups to create partnerships and agreements to better serve the community.
3. Seek to address emerging issues such as cultural diversity, needs of the community's youth, and the need for life-long learning.
4. Continue to expand the use of technology in the dissemination of information and educational materials.

Child Care Facilities

3. Work with social service agencies, non-profit groups, school and park districts, and businesses to address child care needs in the community.

1. Evaluate ways to make child care more affordable and geographically available to working parents and low-income families.
2. Consider modifications to existing procedures and regulations that would promote the development of child care centers in appropriate locations and zoning districts.
3. Work with applicants for development proposals in the Business and Technology Corridor to provide for childcare facilities and services.
4. Work with the school districts and park district to examine the feasibility of implementing additional after school or summer child care services and recreational activities.

Multipurpose Facilities and Cultural Opportunities

4. Seek to increase the number and availability of multipurpose facilities in order to provide a variety of community services, recreational activities, and cultural amenities that are accessible to and benefit a cross-section of the community.

1. Recognize the role of schools as community centers.

2. Encourage incorporation of design features in new construction or rehabilitation of existing facilities that can accommodate potential community programs and activities.

3. Continue to work with HARD, the school districts, churches, and the private sector to expand joint use of facilities through cooperative agreements.

4. Continue to provide access to public facilities such as play fields, gymnasiums, and recreation centers for groups that meet recognized community needs.

5. Support the expansion of cultural facilities and amenities such as the Little Theater, Sun Gallery, Hayward Arts Council, and Hayward Area Historical Society that enhance the city's image.

6. Promote public art, festivals and other special events that celebrate the city's heritage or culture or bring people together around special interests.

Parks and Recreation

5. Seek to increase the amount, diversity and quality of parks and recreational facilities and opportunities.

1. Work with the Hayward Area Recreation and Park District in the development and implementation of its Master Plan and support the District in its efforts to restore its revenue base.

2. Encourage the provision of recreational activities for all people, consistent with the changing demographic composition of the city.

3. Review minimum park size standards with HARD in order to accommodate the need for smaller parks in developed or underserved neighborhoods.

4. Encourage the creation and maintenance of neighborhood "miniparks" through partnerships with private, non-profit and business interests where it is not possible to achieve parks that meet HARD standards.

5. Work with HARD to complete development of the remaining portions of the Eden Greenway corridor underneath the PG&E transmission lines.

6. Maintain parks in a consistent manner throughout the city and encourage neighborhood involvement in park maintenance.

7. Maintain park dedication requirements for new residential development at the maximum allowed under state law.

8. Establish park dedication in-lieu fees that reflect land costs.

9. Examine the feasibility of requiring land dedication rather than payment of in-lieu fees, consistent with state law.

10. Consider adoption of an ordinance that would require new commercial and industrial development to either provide on-site recreational facilities or contribute in-lieu fees for park and recreational facilities that benefit employees.

11. Evaluate the feasibility of acquiring air rights above parking garages for recreational purposes.

Open Space Corridors

6. Enhance the aesthetic and recreational values of open space corridors within the urbanized area.

1. Preserve creekside environments through maintenance or reestablishment of native trees, setback of development from creek slopes, and sensitive flood control designs.

2. Seek to accentuate creeks in the review of new development proposals and consider establishment or extension of pathways along the creeks.

3. Provide access for disabled persons and features such as seating areas along trails.

4. Seek to establish vista points or view parks along public walkways or scenic routes.

5. Consider additional greenway linkages along fault corridors and in other areas to encourage walking and cycling and to provide improved access to activity centers.

Historic Preservation

7. Enhance the city's image through identification and preservation of historic resources.

1. Review the Historic Preservation ordinance and determine if changes are necessary.

2. Conduct a survey of potential historic structures and sites based on evaluation criteria that include their individual significance and their contribution to an historic setting.

3. Seek landmark status for valued structures and sites where preservation is deemed feasible, and promote acquisition of historic sites as parks where appropriate.

4. Encourage rehabilitation of valued buildings and sites and provide information on architectural styles, renovation techniques, federal and state tax benefits and other financing sources.

5. Encourage adaptive reuse of Victorians and other vintage buildings as professional offices, restaurants, galleries, shops, lodgings, or venues for special events.

6. Consider establishment of historic districts, or special areas such as Preservation Parks, where there are concentrations of historic structures and/or properties that could serve as receptor sites for relocated historic structures.

7. Utilize zoning regulations, design guidelines and other development review standards to protect the character of historic districts and sites, and increase the visibility of these sites with appropriate signage and landscaping and alignment of roads or paths where possible.

8. Promote establishment of a salt manufacturing historic exhibit, either as part of development proposals for the former Oliver Salt Works site or in another prominent location along the Bay Trail.

9. Participate in educational programs that promote the value of historic preservation.

7. CONSERVATION AND ENVIRONMENTAL PROTECTION

This section discusses a variety of environmental issues of concern to Hayward. These issues focus on conservation of natural resources and protection from environmental hazards. Issues related to the conservation of natural resources include preservation of open space, protection of mineral resources, biological resources, and hydrology and water quality. Issues related to environmental protection include geological and seismic hazards, flood hazards, hazardous materials, air quality, and noise mitigation. These issues are similar to those that are required to be addressed in local general plans pursuant to guidelines established for the state-mandated Open Space, Conservation, and Safety Elements.

Open Space Preservation

There is a need to protect surrounding regional open space as well as maintaining open space corridors within the urbanized area. Both the shoreline area on the western edge of the city and the hill area east of the city are significant as regional open space and as ecological resources. Based on comments from community residents, it is also evident that these areas are considered important community amenities in that they provide an aesthetic backdrop for the city. The shoreline and hill areas are also of local significance in that they help shape the form and boundaries of urban development. The Urban Limit Line serves to define the border between the urbanized area and regional permanent open space.

Shoreline Area

In the shoreline area, efforts over the past 30 years by member agencies of the Hayward Area Shoreline Planning Agency have resulted in the acquisition and restoration of over 3,000 acres. See **Figure 7-1**. In addition, there are several ongoing projects that will preserve even more of this area as wetlands or upland habitat. Both projects are shown in cross-hatching on the map. Restoration work on the Eden Landing Ecological Reserve (Baumberg Tract) is scheduled starting in 2001. Work on the new HARD Marsh (former Oliver Salt Ponds) west of the Shoreline Interpretive Center is also scheduled to begin in 2001. Both of these projects will provide for extension and/or enhancement of the Bay Trail, thereby completing all planned segments along the Hayward shoreline. In comparison, approximately one-half of the Bay Trail is completed throughout the entire region.

While all of the shoreline north of Route 92 is now in public ownership, except for a former landfill site at the end of West Winton Avenue, most of the shoreline south of Route 92 is in private ownership, primarily salt ponds owned by Cargill. These two areas are discussed briefly below.

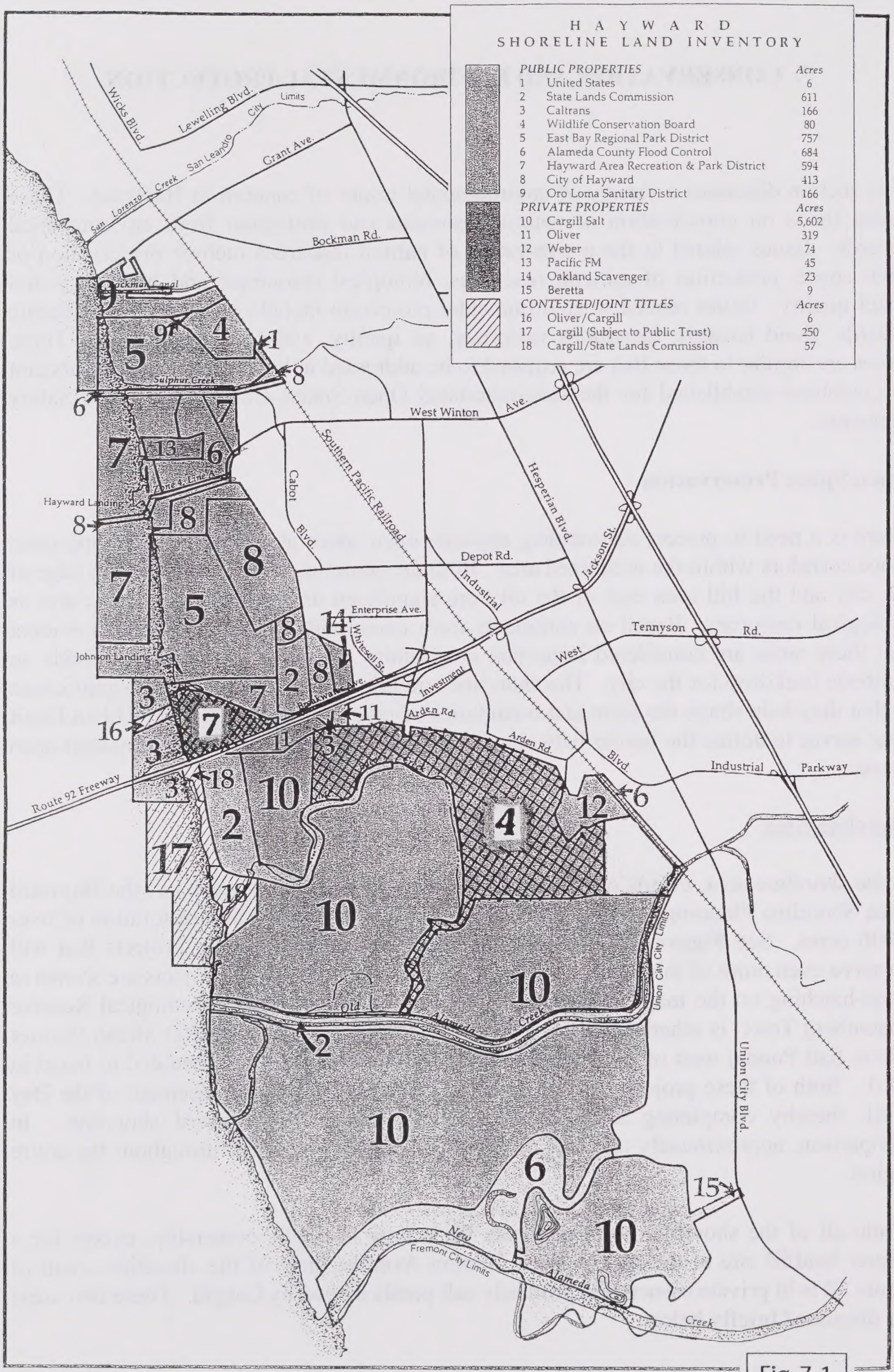

H A Y W A R D
SHORELINE LAND INVENTORY
PUBLIC PROPERTIES — Acres
1 United States 6
2 State Lands Commission 611
3 Caltrans 166
4 Wildlife Conservation Board 80
5 East Bay Regional Park District 757
6 Alameda County Flood Control 684
7 Hayward Area Recreation & Park District 594
8 City of Hayward 413
9 Oro Loma Sanitary District 166
PRIVATE PROPERTIES — Acres
10 Cargill Salt 5,602
11 Oliver 319
12 Weber 74
13 Pacific FM 45
14 Oakland Scavenger 23
15 Beretta 9
CONTESTED/JOINT TITLES — Acres
16 Oliver/Cargill 6
17 Cargill (Subject to Public Trust) 250
18 Cargill/State Lands Commission 57
Wicks Blvd.
Lewelling Blvd.
City Limits
San Leandro
San Lorenzo Creek
Grant Ave.
Bockman Rd.
Bockman Canal
Sulphur Creek
West Winton Ave.
Southern Pacific Railroad
Hesperian Blvd.
Cabot Blvd.
Line 4 Line
Hayward Landing
Depot Rd.
Industrial Blvd.
Jackson St.
Enterprise Ave.
Whitesell St.
Tennyson Rd.
West
Johnson Landing
Investment
Breakwater Ave.
Arden Rd.
Industrial Parkway
Route 92 Freeway
Union City City Limits
Union City Blvd.
Old Alameda Creek
New Alameda Creek
Fremont City Limits
1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18

Fig. 7-1

West Winton Avenue. Former landfill sites at the end of West Winton Avenue include the privately-owned parcel (formerly Pacific FM) as well as parcels owned by the City. Both landfill sites are designated as Open Space/Parks and Recreation in the General Plan, and existing land use policies call for the establishment of passive recreational areas that do not interfere with surrounding wetland habitats. These areas could ultimately be developed in a manner similar to the Oyster Bay shoreline park in San Leandro south of the Oakland International Airport. Existing regulations and project conditions of approval allow radio transmission towers to exist on the privately-owned parcel. Perhaps similar towers may be relocated on the city-owned parcel in conjunction with the proposed Russell City Energy Center to be located on a site farther south.

Cargill Salt Ponds. These salt ponds extend from Route 92 south to New Alameda Creek and encompass approximately nine square miles. Cargill has indicated that it plans to cease operations at this location, as well as other locations in the South Bay, and consolidate its operations around the existing plant in Newark. Possible purchasers of these properties include federal and state agencies, which might then manage the land as part of the San Francisco Bay National Wildlife Refuge. Other purchasers could include regional agencies such as the San Francisco International Airport, which would need to provide for substantial mitigation of lost wetlands should their proposed runway extension project be approved.

East Hills Annex

In the hill area, the area commonly known as the East Hills Annex extends from Walpert Ridge across Palomares Canyon and three different ridges to the Pleasanton city limits. See **Figure 7-2**. This area, which covers approximately five square miles, was originally annexed in 1967 to accommodate a proposal for rural homesites. Today, most of the land remains in agricultural or grazing uses. The Agricultural zoning in this area requires a minimum lot size of 160 acres. The East Bay Regional Park District has purchased numerous large parcels in the eastern portion in recent years for inclusion in the Pleasanton Ridgelands Regional Park. The Ridgelands Area Policies (see Appendix J), which were adopted in separate actions by Hayward, Pleasanton, and Alameda County in 1993, call for certain adjustments in the political boundaries. Specifically, the City of Hayward is to retain its Sphere of Influence west of Palomares Road, and detach the area along Santos Ranch Road while annexing comparable area from the County. Implementation of this policy has not been pursued. In light of the passage of Alameda County's Measure D in November 2000, it may be appropriate to revisit the Ridgelands Area Policies. This measure, which applies to all of the unincorporated areas east of Walpert Ridge, requires voter approval of any changes in open space land use policies of the Alameda County General Plan. It should be noted that legal challenges have been filed concerning various aspects of Measure D.

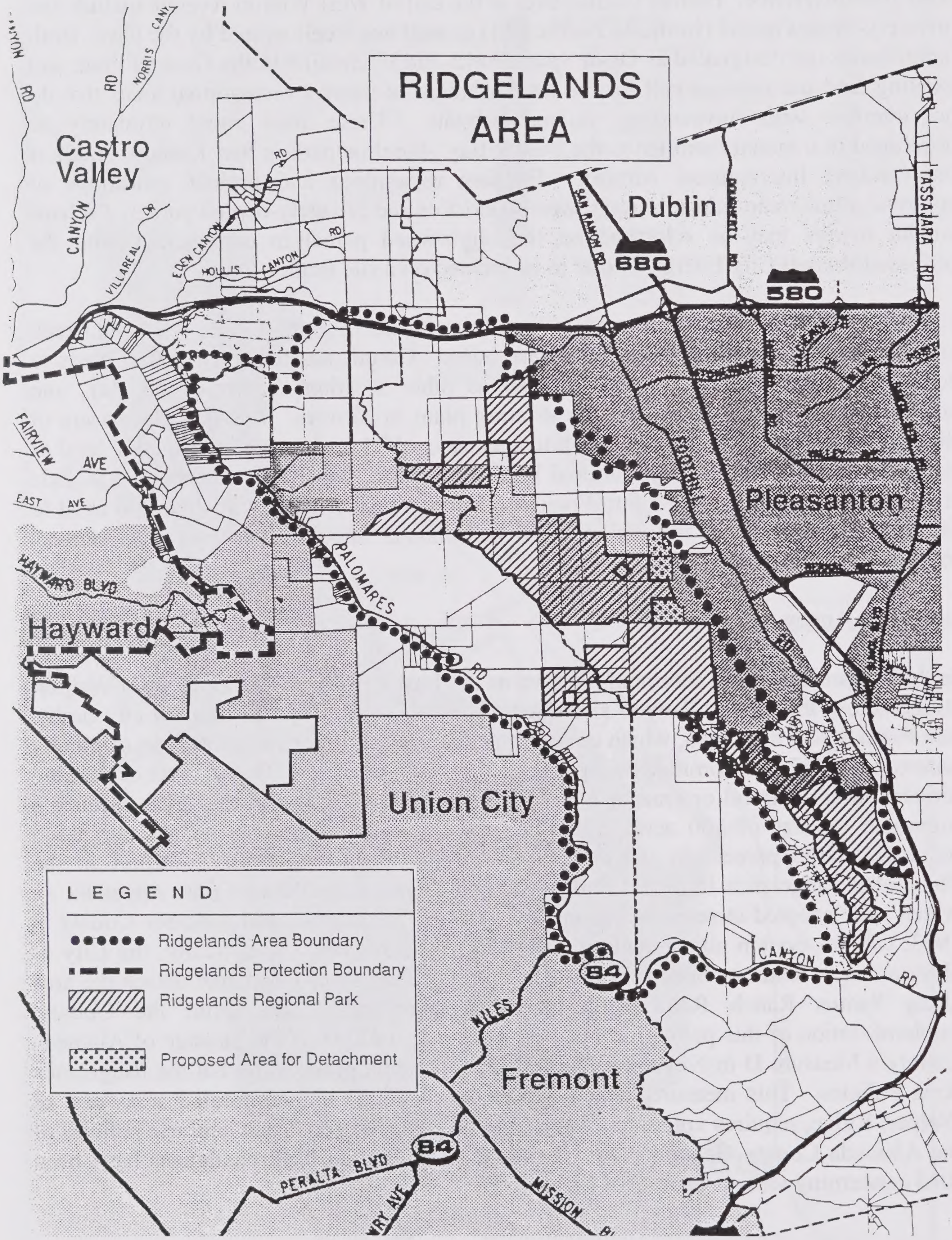

RIDGELANDS AREA
Castro Valley
Dublin
Pleasanton
Hayward
Union City
Fremont
680
580
84
84
CANYON RD
NORRIS CANYON RD
EDEN CANYON RD
HOLLIS CANYON RD
VILLAREAL DR
SAN RAMON RD
DOUGHERTY RD
TASSAJARA RD
FOOTHILL RD
FAIRVIEW AVE
EAST AVE
HAYWARD BLVD
PALOMARES RD
CANYON RD
NILES
PERALTA BLVD
MISSION BLVD
LEGEND
●●●●●● Ridgelands Area Boundary
▬ ▬ ▬ Ridgelands Protection Boundary
▨ Ridgelands Regional Park
⠿ Proposed Area for Detachment

Fig. 7-2

Mineral Resources

The state requires local jurisdictions to protect areas with economically significant mineral resources from incompatible development. In an effort to maintain availability of sand, gravel and crushed rock for long-term construction needs, the California Division of Mines and Geology (under the authority of the Surface Mining and Reclamation Act of 1975) has classified aggregate mineral zones throughout the state. The only designated "sector" of regional significance in Hayward meeting tests of economic feasibility and current compatible land use that is to be protected from land uses incompatible with mineral extraction is La Vista Quarry, located in the unincorporated area east of Mission Boulevard and Tennyson Road. "Probable" and "potential" resource zones have been designated in the vicinity of the quarry. No other significant aggregate or mineral resources are located in the City.

The current Surface Mining Permit for the La Vista Quarry issued by Alameda County expires in 2008. The City expects to consider annexing the La Vista Quarry within the next few years as its operations are terminated due to the depletion of the accessible aggregate resource. Under conditions of approval for renewal of the permit, the landowners must initiate application for annexation to the City by the summer of 2002. The General Plan incorporates future land use designations for the quarry site that are compatible with the state-mandated reclamation plan. Upon closure of the La Vista Quarry, the City would instead rely on the production of other quarries in the region, which is expected to be adequate to meet the needs of the City and others for the foreseeable future.

Biological Resources

As Hayward is an urbanized area, vegetation cover in Hayward's remaining open spaces is critical to environmental issues of erosion, sedimentation, flooding, landsliding, groundwater percolation, and water quality. In addition, mature plants and moderate climatic conditions contribute significantly to the aesthetic quality of the city. The city's remaining riparian plant communities are important for their aesthetic quality and for the stream bank protection they provide. The city's shoreline plant communities are particularly valuable as wildlife habitat and are also particularly sensitive to environmental changes caused by development.

As with other urbanized areas in the East Bay, viable wildlife habitats are sensitive to development and are becoming scarce. Wildlife resources are located throughout the undeveloped portions of the hill area, along streams, in parklands, and in the shoreline marshes and salt evaporation ponds. In the shoreline areas, tidal flats and salt ponds of low salinity provide habitat for migratory waterfowl. In addition, a few species such as deer, many birds, and a few small mammals are found in even the most urbanized residential zones of the city. Rare or sensitive species sometimes require much more effort in their management and protection than more common wildlife species.

Special Status Species

In general, "special-status species" are plants and animals that are legally protected under the State and Federal Endangered Species Acts or other regulations, and species that are considered rare by the scientific community. See Appendix K for a more detailed description and list of affected species. Native vegetation and creeks have been modified over the past century to a degree that severely limits the value of the urban areas as habitat for special status plant and animal species. However, there are still some areas in the Hayward hills and the Hayward shoreline that provide grassland, woodland, and aquatic habitat, which are important for a number of protected species. In the hills, habitat areas may be present in large blocks of land that have not been systematically surveyed. This area is considered capable of supporting several special-status species and important habitat types generally associated with annual grasslands and coast live oak. In the shoreline area, which comprises over 8,500 acres, the Hayward Area Shoreline Planning Agency (HASPA) has prepared an Environmental Enhancement Program that identifies the various habitat types based on the geophysical and biophysical associations and makes recommendations for enhancements to each of the properties. In addition, provisions in several federal and state regulatory programs that address water quality concerns have also served to further protect wetland and riparian habitats. These regulations establish jurisdiction over those areas defined as "other waters of the United States", which include several drainage channels in the Hayward area.

Hydrology and Water Quality

Major concerns in Hayward include protection of surface watercourses and groundwater supplies.

Surface Watercourses

Several creeks and numerous storm drainage channels pass through the city, originating in the hills to the east and ultimately draining into San Francisco Bay. See **Figure 7-3**. The discharge from these facilities may contain pollutants from rural and urban storm runoff, and illegal dumping into creeks. Pollutant levels are dependent on the pattern and frequency of storm events, local land uses, development activity, and the quality of pollution control measures and practices.

The Regional Water Quality Control Board (RWQCD) Region 2 has prepared a comprehensive Water Quality Control Plan (*Basin Plan*, 1995) that includes water quality objectives and an implementation plan for the various waterways in the region. A National Pollutant Discharge Elimination System (NPDES) storm water discharge permit has been granted to the Alameda County Urban Runoff Clean Water Program, which was established to comply with the non-point source pollution control requirements mandated by the RWQCB. The Alameda County Flood Control and Water Conservation District is responsible for the overall coordination and implementation of the Storm Water Management Plan, which is designed to reduce the discharge of pollutants in storm water to the maximum feasible extent. The City of Hayward monitors the efforts of municipal

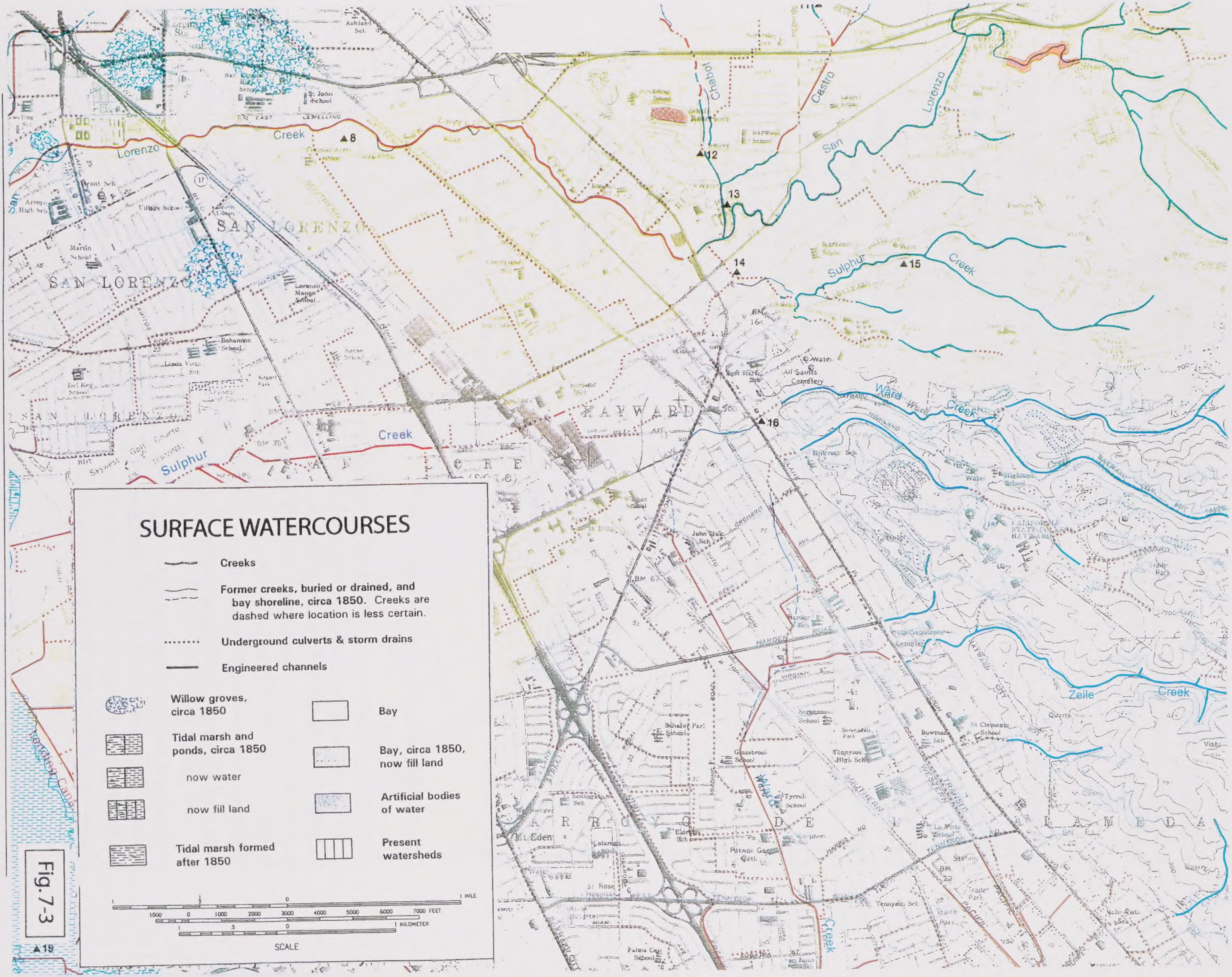

SURFACE WATERCOURSES
Creeks
Former creeks, buried or drained, and bay shoreline, circa 1850. Creeks are dashed where location is less certain.
Underground culverts & storm drains
Engineered channels
Willow groves, circa 1850
Tidal marsh and ponds, circa 1850
now water
now fill land
Tidal marsh formed after 1850
Bay
Bay, circa 1850, now fill land
Artificial bodies of water
Present watersheds
SCALE
1 MILE
1000 0 1000 2000 3000 4000 5000 6000 7000 FEET
1 KILOMETER
San Lorenzo Creek
Chabot
Castro
Sulphur Creek
Ward Creek
Zeile Creek
Ward Creek
SAN LORENZO
HAYWARD
ARROYO DE LA ALAMEDA
8
12
13
14
15
16
19

Fig. 7-3

storm water programs to implement the NPDES storm water permits and reviews the efforts of developers to reduce the impacts of proposed development to a less than significant level as part of the CEQA process.

Groundwater Supplies

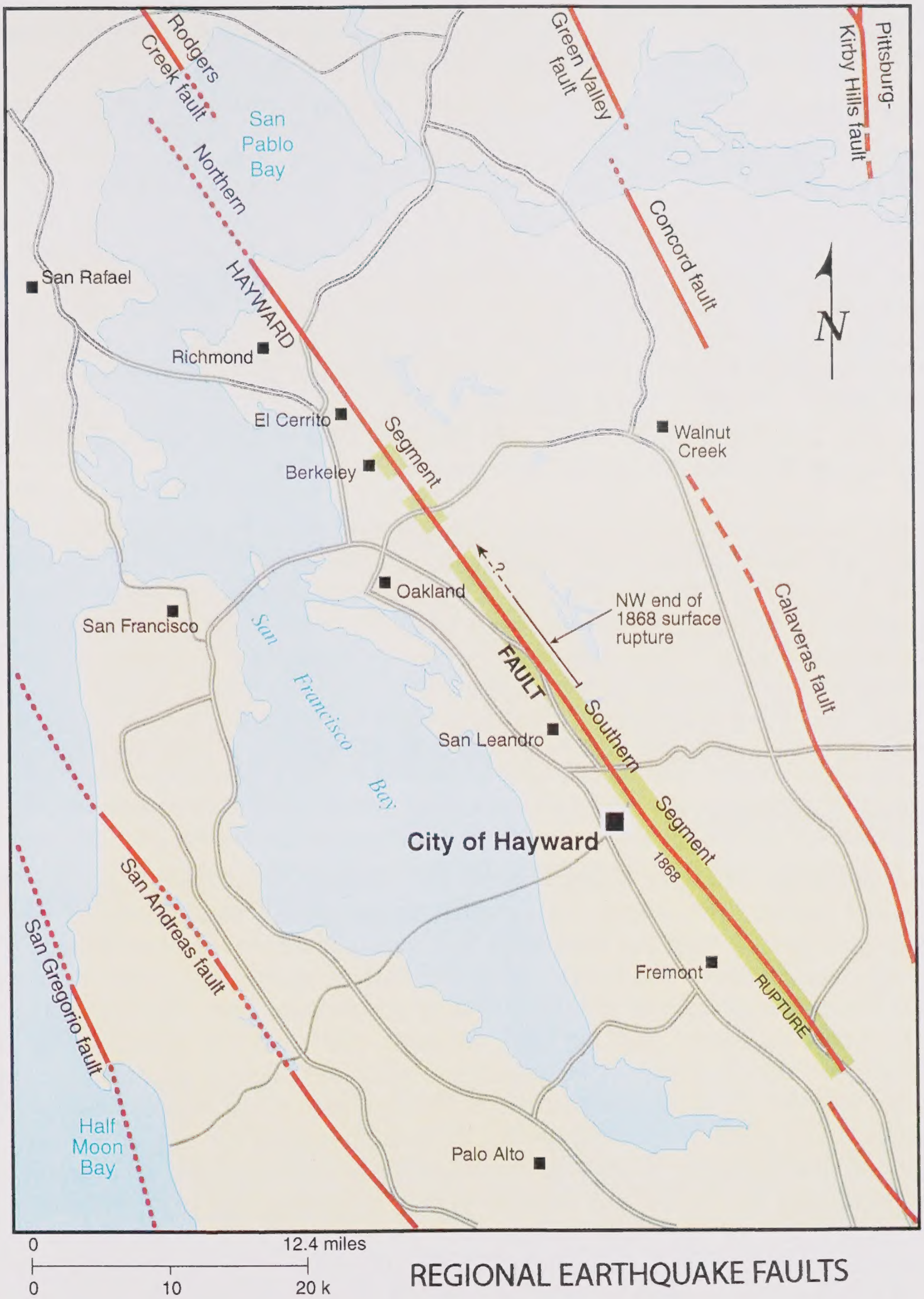
Groundwater resources are most prevalent in the Bay Plain and the shoreline area. Water-bearing sand and gravel layers extend to a depth of approximately 1,000 feet below the Bay Plain and are divided into upper and lower zones. The upper zone contains two major aquifers that are located at depths of 60 feet and 250 feet. The lower zone occupies a depth below 400 feet and contains a much higher percentage of permeable material than the low yield upper zone. Nearly all of the high-yielding wells in the area utilize the deep zone. Replenishment of the aquifers is accomplished primarily through percolation from the streambeds of major creeks. Relatively high concentrations of nitrates and total dissolved solids were measured in local area groundwater as early as the 1950s. Contaminants such as nitrates can come from a variety of sources, including runoff from fertilizers applied to lawns and landscaped areas as well as from agricultural activities and improperly operated septic systems. Groundwater contamination can also be attributed to leaking underground storage tanks and inadvertent releases of hazardous materials.

Geologic and Seismic Hazards

This section summarizes the current state of knowledge about existing conditions and provides information on related geologic and seismic hazards within the city for development of criteria to protect life and property. Active and potentially active faults in the Hayward area are identified and discussed briefly. Five primary geologic and seismic hazards are also discussed in this section, including: strong ground shaking, fault rupture, liquefaction, slope instability, and water inundation from tsunami or dam-failure.

Active and Potentially Active Faults

The Hayward fault is one of the most hazardous faults in the United States, because of its high slip rate, its demonstrated ability to generate a large earthquake and, importantly, its location through the highly urbanized eastern San Francisco Bay area. The Hayward fault is of particular significance to the City of Hayward because it traverses the most intensively developed portions the city and because it has generated a large, surface-rupturing earthquake in historic time. The Hayward fault lies along the southwestern margin of the East Bay Hills and extends from the Warm Springs district of Fremont on the south to San Pablo Bay on the north. See **Figure 7-4**. The fault is deemed capable of generating a maximum earthquake of about M_W 6.9 (CDMG, 1996). The Hayward fault accumulates strain at one of the highest rates of all the faults within the San Francisco Bay region, which suggests that it is one of the most likely faults in the region to generate a large earthquake. The Working Group on California Earthquake Probabilities (1999)


Rodgers Creek fault
San Pablo Bay
Northern
HAYWARD
Segment
Green Valley fault
Pittsburg-Kirby Hills fault
Concord fault
N
San Rafael
Richmond
El Cerrito
Berkeley
Walnut Creek
Oakland
San Francisco
San Francisco Bay
NW end of 1868 surface rupture
?
FAULT
Southern
Segment
1868
RUPTURE
Calaveras fault
San Leandro
City of Hayward
Fremont
San Andreas fault
San Gregorio fault
Half Moon Bay
Palo Alto
0
12.4 miles
0
10
20 k

REGIONAL EARTHQUAKE FAULTS

. Regional fault map showing location of the City of Hayward, and the 1868 rupture (green) on the Hayward fault.

Fig. 7-4

has estimated there is a 32% probability for the occurrence of a large earthquake in the next 30 years on the Hayward-Rodgers Creek fault system.

The Hayward fault typically is divided into two major rupture segments (the northern and southern Hayward faults), each approximately 30 miles long. The northern segment of the fault extends from Oakland to San Pablo Bay. The southern Hayward fault extends from Fremont on the south to Oakland on the north, and is the segment that traverses the City of Hayward. The southern Hayward fault ruptured in a M6.8 earthquake in 1868 and caused extensive damage to man-made structures in downtown Hayward. The earthquake was accompanied by surface rupture along the Hayward fault zone from Oakland to the Warm Springs District of Fremont. Fault creep is occurring along the entire length of the Hayward fault, resulting in slow but persistent damage to man-made structures. The rate of creep deformation along the fault in Hayward is about 5 mm/yr (roughly 2 inches every 10 years). The Hayward fault is one of only a handful of faults throughout the world that are known to creep at these rates.

Other potentially active faults within Hayward include the Chabot fault, the Carlos Bee fault, and several unnamed secondary faults adjacent to the Chabot and Hayward faults. See Appendix L. There are few or no studies that address the activity (and seismic potential) of several additional secondary faults that parallel and may be interrelated with the Hayward fault. These faults may or may not experience secondary ground rupture during a large earthquake on the Hayward fault. The amounts of possible displacement along these faults during such a scenario is unknown, but most likely is substantially less than the amount of displacement expected along the main trace of the Hayward fault.

Strong Ground Shaking

An earthquake produces seismic waves that emanate in all directions from the fault rupture surface. The seismic waves cause strong ground shaking, which typically is strongest near the fault and diminishes (attenuates) as the waves move through the earth away from the fault. The severity of ground shaking at a particular site is controlled by the interaction of several factors, including the distance from the earthquake source, earthquake magnitude, and the type, thickness, and condition of underlying geologic materials (bedrock, sediment, soils, and man-made fill). Recent research has shown that areas underlain by unconsolidated, recent alluvium and/or man-made fill may amplify the strength and duration of strong ground motions, increasing the risk of damage. Strong ground shaking caused by fault movement during an earthquake has the potential to result in significant loss of life and property damage throughout the city. Maximum ground shaking within the city would be expected to result from a large earthquake on the nearby Hayward fault, although strong ground shaking may also occur as a result of moderate or large earthquakes on other faults in the San Francisco Bay region. See Appendix L.

Fault Rupture

Surface fault rupture occurs when movement on a fault deep within the earth breaks through to the surface and ground displacement occurs. Damage associated with fault-related ground rupture is normally confined to a fairly narrow zone along the trend of the primary fault, and to a lesser extent along secondary faults. Structures are often not able to withstand fault rupture, although well-engineered structures having favorable locations with respect to the fault trace may be able to withstand collapse and provide for the life-safety of occupants. Similarly, utilities crossing faults may undergo damage as a result of surface rupture, particularly if they are not specifically designed to accommodate fault displacements. Overall, however, fault displacement involves forces so great that it is generally not economically feasible to design and build structures to accommodate this rapid relative movement. The Alquist-Priolo Earthquake Fault Zone Act (A-P Act) was developed by the State of California to regulate development near active faults and mitigate the risk from surface fault-rupture. The A-P Act requires identification of active earthquake fault zones and restricts building structures for human occupancy over known active faults. A fault or fault zone is considered active under the provisions of the Act if there is evidence of surface displacement within the past 11,000 years.

Liquefaction

Liquefaction is defined as the transformation of a granular material from a solid state into a liquefied state as a consequence of increased pore pressure and decreased effective stress. Liquefaction typically is caused by strong ground shaking during an earthquake. The potential for liquefaction to occur depends on both the susceptibility of near-surface deposits to liquefaction, and the likelihood that ground motions will exceed a specified threshold level. Much of the city is adjacent to the Hayward fault and thus will be exposed to strong ground shaking during a large earthquake on the fault. The State of California currently is planning to map the distribution of liquefaction hazard within the Hayward area as part of CDMG's ongoing efforts to implement the statewide Seismic Hazards Mapping Act. Areas most susceptible to liquefaction in Hayward are underlain by granular sediments within younger alluvium and include low-lying lands adjacent to creeks and estuaries. See Appendix L.

Slope Instability

The eastern part of Hayward is located on steep, hilly terrain underlain by geologic materials prone to slope instability during large earthquakes. Landslides and slope instability can also occur as a result of wet weather, weak soils, improper grading, improper drainage, steep slopes, adverse geologic structure, or a combination of any of these factors. Landslides are most likely to occur in areas where they have occurred previously. Landslides and debris flows can result in damage to property and cause buildings to become unsafe either due to distress or collapse during sudden or gradual slope movement. Construction on slopes steeper than about 15 percent typically require special grading, special foundation design, or site modification to mitigate slope ground conditions and reduce the potential for slope instability. Slope instabilities produced by seismically induced strong ground motions are likely to occur in the eastern, hilly parts of the city, given the occurrence of a moderate or large earthquake on the Hayward fault or another nearby seismic source. See Appendix L.

Water Inundation

A major hazard associated with earthquakes is water inundation resulting from dam failure or a tsunami. Although no dams or open reservoirs are sited within the city limits, potential inundation may occur downstream as the result of failure of reservoirs or dams upstream of the city. See Appendix L. Inundation from South Reservoir in Castro Valley would affect a few small areas at the northeastern edge of the city. Inundation from Del Valle and other dams along Alameda Creek would be limited to the salt evaporation ponds south of Old Alameda Creek in the shoreline area. Tsunamis are a series of waves typically produced by an offshore earthquake, volcanic eruption, or landslide. A tsunami with a wave height of 20 feet at the Golden Gate Bridge, which is likely to occur approximately once every 200 years, would result in a runup of less than 10 feet above sea level if it reached Hayward. Areas most likely to be inundated by tsunami runup within the city are marshlands, tidal flats, and former bay margin lands that are now artificially filled but are still at sea level.

Flood Hazards

Stormwater runoff is collected through a series of storm drainage facilities and ultimately enters San Francisco Bay. Most of these systems are governed by the Alameda County Flood Control and Water Conservation District (ACFCWCD), which designs and constructs drainage facilities to meet the existing and projected flood control needs. The City of Hayward provides local storm drains, generally within local streets and easements that ultimately enter the County system. These systems are adequate for most conditions. A 100-year flood is an event that would occur on the average every 100 years, and that has a one percent probability of occurring in any given year. Areas potentially subject to flooding from a 100-year event include various low-lying areas and areas adjacent to creek channels, as mapped by the Federal Emergency Management Agency (FEMA). Flood elevations and limits have been determined throughout the City. New mapping completed in 2000 indicates that certain portions of the industrial corridor are potentially subject to flooding. See Appendix L.

The City of Hayward participates in the Federal Flood Insurance Program, which will provide flood insurance to residents and businesses in known flood hazard areas. To participate in this program, a community must regulate development within or adjacent to flood-prone areas to avoid worsening the hazard. City standards require floor elevations of new development within the floodplain to be at least one foot above the 100-year flood height, or prohibit development within the floodway (generally, the stream channel required to carry the 100-year flood waters).

There is continuing debate over the potential effects of the global warming phenomenon. Based on some of the more dire predictions, water levels around San Francisco Bay could rise significantly. It is prudent to monitor ongoing research into global warming trends.

Hazardous Materials

Hazardous materials include substances that may be described as toxic, ignitable, corrosive, or reactive. In an urban area such as Hayward, most of the contaminated sites are related to the use or maintenance of fuels and motor vehicles, especially gas stations where underground fuel storage tanks have leaked. Repair garages, sales and service centers, and wrecking yards also generate auto-related wastes that have often been illicitly disposed of or spilled during the regular course of business. Gas station sites are regulated by existing state and federal law and most sites have been treated and returned to productive use. Other sources and types of properties that are contaminated include plant nurseries, building supply yards, paint stores, welding shops, and corporation yards for governmental agencies. Drycleaning establishments also have been identified as potential sources of hazardous materials. In most cases, listed sites within the City are located along major roadway corridors where automotive-oriented businesses tend to congregate.

Storage, handling, and documentation of hazardous materials and hazardous wastes are governed by federal, state and local laws designed to protect human health and the environment. In addition to the various programs of federal, state and county regulatory agencies, the City has instituted a Hazardous Materials Program within the Fire Department to inventory, map, and regulate the storage and handling of specified materials. The inventory is part of the City's enforcement of a law passed to protect Hayward property and citizens, as well as the fire fighters who respond to emergency calls. Contamination cases that are more difficult to investigate, such as those that involve industrial solvents that affect not only soils but groundwater as well, are being handled by the California Regional Water Quality Control Board.

Aside from the commonly understood sources of contamination discussed above, a more widespread possibility of exposure to hazardous materials (particularly asbestos and lead-based paints) is during the use, remodeling or demolition of existing structures, including homes. Asbestos is commonly found in pipe insulation, floor tile, joint compound, wallboard and roofs of buildings constructed before 1978. The use of lead-based paint was not completely halted until 1978. Homes at the highest risk for the presence of lead-based paint were commonly constructed prior to 1960.

Household hazardous wastes include leftover paint, solvents, antifreeze, used oil and batteries, cleansers, pesticides and pool chemicals. Alameda County has implemented provisions of its Household Hazardous Waste Plan that called for the development of three permanent facilities for household waste collection and recycling in Oakland, Hayward, and Livermore. These facilities collect, identify, sort, store, pack, and recycle or dispose of all hazardous wastes (except radioactive waste and explosives) delivered by residents of Alameda County and small businesses.

Emergency response is coordinated by the State Office of Emergency Services. The Hayward Fire Department has jurisdiction in the City limits and would respond to hazardous materials spills. The Department is a Certified Unified Program Agency (CUPA), in that it is qualified to handle multiple hazardous material issues that normally are under County or State jurisdiction. As a CUPA city, Hayward is responsible for hazardous materials programs such as storage tank regulations, accidental release plans, and hazardous material business plans. The Regional Water Quality Control Board would respond to spills that could enter the storm drain or flood control system. The Bay Area Air Quality Management District would respond to airborne releases to ensure compliance with applicable rules and regulations.

Air Quality

The climate of Hayward is affected by its proximity to San Francisco Bay. Winds are predominantly out of the northwest during the summer months. As a result, Hayward has a relatively high potential for poor air quality during the summer and fall. When high pressure dominates, low mixing depths and bay and ocean wind patterns can concentrate and carry pollutants from other cities to Hayward, adding to the locally emitted pollutant mix. In winter and spring the air pollution potential in Hayward is moderate.

Pollutants of Concern

Federal and state ambient air quality standards have been established for important pollutants. The state standards are more stringent, particularly for ozone and PM_{10}. The state and national ambient air quality standards cover a wide variety of pollutants; however, only a few of these pollutants are problems in the Bay Area either due to the strength of the emission or the climate of the region. The Bay Area Air Quality Management District (BAAQMD) maintains a monitoring site in Hayward, but it monitors a single pollutant, ozone. Ozone is also monitored in San Leandro just north and west of Hayward. A monitoring site in Fremont is the closest multi-pollutant monitoring site to Hayward. A summary of violations of air quality standards at these monitoring sites for the period 1998-2000 is provided in Table 7-1. The federal ambient air quality standards are generally met in the Hayward area, but the more stringent state standards for ozone and PM_{10} are exceeded. Wood burning in fireplaces and stoves is a significant source of PM_{10}, particularly during episodes when PM_{10} levels are highest.

In addition to the criteria pollutants discussed above, toxic air contaminants (TACs) are another group of pollutants of concern in the Bay Area. Unlike criteria pollutants, no safe levels of exposure to TACs can be established. There are many different types of TACs, with varying degrees of toxicity. Sources of TAC's include industrial processes such as petroleum refining and chrome plating operations, commercial operations such as gasoline stations and dry cleaners, and motor vehicle exhaust. Diesel exhaust is of growing concern in the Bay Area. Diesel engine particulate has been identified as a human carcinogen. Mobile sources, such as trucks, buses, automobiles, trains, ships and farm equipment are by far the largest source of diesel emissions.

Table 7-1

Air Quality Standards Violations

Air Quality Data Summary for Hayward, San Leandro and Fremont, 1998-2000

Pollutant	Standard	Monitoring Site	Days Standard Exceeded		
			1998	1999	2000
Ozone	Federal 1-Hour	Hayward	0	0	0
		San Leandro	0	0	0
		Fremont	0	1	0
Ozone	State 1-Hour	Hayward	4	4	1
		San Leandro	2	3	1
		Fremont	7	3	2
Ozone	Federal 8-Hour	Hayward	0	2	0
		San Leandro	0	0	0
		Fremont	0	1	0
PM_{10}	Federal 24-Hour	Fremont	0	0	0
PM_{10}	State 24-Hour	Fremont	1	2	1
Carbon Monoxide	State/Federal 8-Hour	Fremont	0	0	0
Nitrogen Dioxide	State 1-Hour	Fremont	0	0	0

Source: Air Resources Board, Aerometric Data Analysis and Management (ADAM), 2001.

Notes. Ground level ozone, often referred to as smog, is not emitted directly, but is formed in the atmosphere through complex chemical reactions between nitrogen oxides and reactive organic gases in the presence of sunlight. Motor vehicles are the single largest source of ozone precursors emissions in the Bay Area. Carbon monoxide is formed by the incomplete combustion of fuels. Motor vehicles are by far the single largest source of carbon monoxide in the Bay Area. Concentrations of this pollutant have been steadily declining, and the region has been designated an attainment area for both the state and federal ambient air quality standards. Fine particulate matter (PM_{10}) includes a wide range of solid or liquid particles, including smoke, dust, aerosols and metallic oxides. There are many sources of PM_{10} emissions, including combustion, industrial processes, grading and construction, and motor vehicles. Reductions in motor vehicle use are needed to significantly reduce PM_{10} emissions from re-suspended road dust. Other controls on this source include the adoption of emission standards for wood stoves and fireplace inserts. Interest in wood smoke is likely to increase with the recent adoption of a $PM_{2.5}$, (particulate matter less than 2.5 microns in diameter) national standard. The monitoring of this pollutant and determination of the attainment status of the region are several years off due to the lack of a monitoring system.

Other air quality issues of concern in the Bay Area include nuisance impacts of odors and dust. Objectionable odors may be associated with a variety of pollutants. Common sources of odors include wastewater treatment plants, landfills, composting facilities, refineries and chemical plants. Similarly, nuisance dust may be generated by a variety of sources including quarries, agriculture, grading and construction. Dust emissions can contribute to increased ambient concentrations of PM_{10}, particularly when dust settles on roadways where it can be pulverized and re-suspended by traffic.

Sensitive Receptors and Sources of Pollution

The BAAQMD defines sensitive receptors as facilities where sensitive receptor population groups (children, the elderly, the acutely ill and the chronically ill) are likely to be located. These land uses include schools, retirement homes, convalescent homes, hospitals and medical clinics. Such sensitive receptors are spread throughout most parts of Hayward.

The BAAQMD maintains inventories of stationary sources of both criteria pollutants and Toxic Air Contaminants (TACS). The BAAQMD inventory lists several major emitting facilities for criteria pollutants in Hayward; all are industrial in nature. The current inventory identifies numerous dry cleaners as sources of TACs spread over the commercial areas of Hayward. Several industrial sources are identified as TAC sources, as well as the Hayward Wastewater Treatment Plant. None of the sources of TACs in Hayward are considered as facilities with health risks requiring public notification under the Air Toxics Hot Spots Program.

Transportation Control Measures

There are currently no federal, state or local air quality-related constraints on cities in the Bay Area. Although the Bay Area is a federal non-attainment area for ozone, there are no plans to impose the federal sanctions provided for in the federal Clean Air Act. The BAAQMD has, however, developed guidelines and thresholds of significance for local plans that will affect the CEQA documentation for the Hayward General Plan Update. These guidelines recommend that general plans support the regional air quality plan by implementing those strategies that cities can implement. Appropriate language has been included in the policies and strategies.

Noise Mitigation

State law requires that a Noise Element be prepared as part of all city and county General Plans. The Element is required to identify noise problems in the community and work towards their resolution. The Noise Element must recognize the guidelines established by the Office of Noise Control in the State Department of Health Services and analyze and quantify, to the extent practicable, current and projected noise levels for all of the following sources:

- Highways and freeways.
- Primary arterials and major local streets.
- Passenger and freight on-line railroad operations and ground rapid transit systems.
- Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation.
- Local industrial plants, including, but not limited to, railroad classification yards.
- Other ground stationary sources identified by local agencies as contributing to the community noise environment.

Noise contours are to be shown for all of these sources and stated in terms of community noise equivalent level (CNEL) or day/night average level (Ldn). The noise contours must be prepared on the basis of noise monitoring or following generally accepted noise modeling techniques for the various sources identified above. The noise contours serve as a guide for establishing a pattern of land uses that minimizes the exposure of community residents to excessive noise. The adoption of the Noise Element also serves as a guideline for compliance with the state's noise insulation standards.

As part of the update of the General Plan, a comprehensive noise monitoring survey has been conducted throughout the community. In addition, traffic noise levels have been evaluated for existing (2001) and future (2025) conditions. See Appendix M. The results of this modeling indicate that noise levels are not expected to change substantially along the existing street network. The proposed Route 238 Bypass would affect noise levels in northeastern Hayward. Other significant sources of noise in the community, including aircraft operations in the vicinity of the Hayward Executive Airport and at Oakland International Airport, railroad train operations along the Union Pacific Railroad lines, and the Bay Area Rapid Transit system are expected to remain essentially as they are today.

Noise Sources and Exposure in Hayward

The most pervasive and significant noise source in the Hayward is vehicular traffic noise on the streets and highways. Interstate 880 and State Route 238 (Foothill Boulevard and Mission Boulevard) carry the highest volumes of traffic and are the noisiest roadway corridors. 1-580 touches the northern edge of Hayward and does generate significant noise levels at sensitive receptors at the northern edge of the community overlooking the roadway.

The Union Pacific Railroad tracks run through central Hayward and along the west side. The Bay Area Rapid Transit system (BART) runs generally parallel to the central Hayward UPRR track and also is a significant source of wheeled rail noise through central Hayward.

There are two sources of aviation-related noise in Hayward: aircraft originating at the Hayward Executive Airport and flight operations at Metropolitan Oakland International Airport. The Hayward Executive Airport is primarily a general aviation aircraft facility. Noise issues related to the airport are described in the Draft Environmental Assessment/Environmental Impact prepared for the Hayward Executive Airport Master Plan. Noise levels resulting from aircraft operations at the airport are regulated by City of Hayward Ordinance 91-16, the Airport Noise Ordinance. There are noise abatement policies and procedures in effect at Hayward Executive Airport to abate noise from aircraft operations. These procedures affect flight paths at the airport. Noise measurements conducted in support of the Airport Master Plan EIR indicate maximum instantaneous noise levels of about 70 to 80 dBA at locations to the northwest of the airport runways, near Skywest Public Golf Course and adjacent residences. To the south of the airport noise levels during the monitoring survey were dominated by vehicular traffic on Hesperian Boulevard. At locations to the east of the airport (St. Joachim's School) propeller aircraft and turbo prop aircraft produced maximum noise levels of about 60 to 68 dBA. Similar noise levels were monitored at the Hayward Mobile Homes Estates. A noise attenuation berm is located at the south end of the airport (runway 28L). Noise studies completed during preparation of the Airport Master Plan indicate the berm effectively reduces noise from aircraft departing the airport.

Noise levels were monitored throughout Hayward in August of 2001. Long-term noise measurements (over a continuous 24-hour period) were made at 18 locations selected to represent noise levels along major thoroughfares, highways, railroad lines/BART, and in the vicinity of the Hayward Executive Airport. In addition, short-term spot measurements were conducted to characterize noise levels along additional streets throughout the community, and also at several of the long-term meters to provide anecdotal information as to sources of noise in the selected measurement areas. The results of these measurements are shown in Table 3 and 4. The 24-hour day/night average noise level (Ldn) is shown for each of the long-term meters. The equivalent sound level (Leq) during each hour and during each measurement interval for the short-term measurements, as well as selected statistical descriptors representing near maximum noise levels (Lo1 and L1o), median noise levels (Lso) and background noise levels (L9o), are also provided to describe the range of noise levels that occurred during the measurements. Descriptions of the noise measurement locations along with the measurement data are included in Appendix M.

Existing noise levels in Hayward are summarized on a noise exposure map. See Appendix M. The noise exposure map shows areas exposed to a noise level of greater than 60 dB Ldn and the source noise levels along major roadways at a distance of 50 feet from the roadway. The source noise levels are depicted in 5 dB increments beginning at a minimum level of 60 Ldn.

Noise and Land Use Compatibility

The Noise Element sets forth land use compatibility standards for community noise environments, outlines adjustments to the measured day/night average noise levels to obtain the normalized Ldn for comparison to the proposed compatibility standards, and sets forth design objectives for maximum interior noise levels at different land uses. Guidelines are also proposed that describe the process to be used in evaluating development proposals with respect to noise levels. See Appendix N.

No significant changes to land use patterns are proposed as part of this update of the General Plan. It is likely that there will continue to be infill projects where noise sensitive land uses are proposed in areas where noise levels exceed those considered normally acceptable for the intended use. The policies and standards set forth in the Noise Element are sufficient to address these planning issues and mitigate any potential impacts to a less than significant level.

Increases in Transportation Noise

If the implementation of the General Plan would cause a substantial increase in noise levels at sensitive receptors along roadways in Hayward, this would be considered a significant impact. A 3 dBA increase in the Ldn is considered substantial and would cause a significant noise impact along a roadway.

Existing and future noise levels along the roadway network were compared by calculating roadside noise levels utilizing traffic data provided by the City of Hayward and its transportation consultants. Traffic projections for the existing conditions and the General Plan future conditions (year 2025) are shown in Appendix M. The data in the table include traffic volume, speeds, truck percentages and predicted noise levels at a distance of 50 feet from the roadway centerline. The table also sets forth the distances to the various noise contour intervals. A substantial reduction in vehicular traffic along Mission Boulevard south of A Street is anticipated with the completion of the Route 238 Bypass. If this does not occur, noise levels along Mission Boulevard would be expected to remain about the same as they are today. With this exception, there are no substantial differences in noise levels expected throughout Hayward during the lifetime of this General Plan. Future projections for vehicular traffic on I-880 were not available. I-880 already operates at capacity. Noise levels will, therefore, not change substantially along this interstate freeway.

Railroad train activity varies based on demand. There is no information available at this time to indicate that railroad train activity through Hayward will change substantially during the next twenty years. The Bay Area Rapid Transit District (BART) has seen an increase in BART trains as the headways have decreased to accommodate demand. Further increases in BART train activity are likely over the next two decades as the system expands and ridership increases. It is not possible at this time to calculate increases in noise levels that may result from changes to the BART system. Any increases in BART noise would not be directly related to the General Plan.

The Hayward Executive Airport Master Plan evaluated potential changes in aircraft noise at the Hayward Airport. The study concluded that there would be no substantial changes in aircraft noise over the lifetime of the Master Plan, which generally coincides with that for the General Plan. Therefore, no noise impacts are anticipated to result from increases in aircraft operations at Hayward Executive Airport over the next twenty years.

Noise Exposure Contours

Noise exposure contours for the year 2025 have been developed based on expected traffic volumes, traffic network, and the assumptions regarding rail and aircraft noise described above. The noise contours are shown in Appendix M. The noise contours and noise exposure information used in combination with the policies and standards set forth in the Noise Element can be used to guide noise and land use planning in Hayward and mitigate any potentially significant noise impacts that could result.

CONSERVATION AND ENVIRONMENTAL PROTECTION POLICES AND STRATEGIES

Open Space Preservation

1. Retain open space where it is important to preserve natural ecology and to establish the physical setting of the city.

1. Designate on the General Plan Land Use map those areas on the shoreline, in the hills, and along waterways to be protected as open space in coordination with East Bay Regional Park District, Hayward Area Recreation and Park District, Alameda County, and other affected agencies.
2. Work with the East Bay Regional Parks District to explore all possible resources for public acquisition of permanent open space, including state and public trust funds, leases for private open space use, and additional bond measures.
3. Protect the rural character and utility of land in the East Hills Annex for grazing, agriculture, regional park or other open space use by limiting subdivision of land to very large minimum acreage (100 acres or greater).
4. Encourage interagency cooperation in the shoreline area enabling bayland acquisition and marsh restoration, and support eventual expansion of the national wildlife refuge.

Regional Trails and Open Space Linkages

2. Enhance the aesthetic and recreational values of open space resources in the hill and shoreline areas.

1. Continue development of the Ridge Trail through implementation of a continuous green belt from Lake Chabot to Garin Park in coordination with Alameda County, Hayward Area Recreation and Park District, and East Bay Regional Park District.
2. Support regional efforts to expand opportunities for camping, picnicking, swimming, hiking and riding activities within the Hayward planning area.
3. Continue to develop passive and active recreational facilities on former disposal sites and continuous trails for hiking and riding.
4. Continue development of the Bay Trail and connecting trail systems in the Baylands, and seek to replace on-street segments of the Bay Trail with an alignment on the levees or along the edge of the Baylands.
5. Encourage provision of public access to the Baylands in the review of adjacent development projects, consistent with federal and state policies.

6. Work with appropriate agencies to provide trail corridor links between the hill area and the Baylands, such as along San Lorenzo Creek and along Industrial Parkway with connections to Old Alameda Creek.

Hydrology and Water Quality

3. Protect existing watercourses and enhance water quality in surface water and groundwater sources.

1. Retain surface watercourses in their natural condition to the greatest extent possible.
2. Explore opening (or daylighting) water channels in selected areas to increase visibility to the public, enhance the aesthetics of the creekside environment, and provide for limited public access as appropriate.
3. Concentrate development in those areas least susceptible to erosion, and minimize grading and the introduction of impervious ground surfaces; where appropriate, consider including retention basins onsite.
4. Maintain continuity of creekside vegetation, with sufficient setback of development from creek slopes, with sensitive flood control designs, and with maintenance or reestablishment of native trees.
5. Protect riparian plant communities from direct encroachment of development and from the adverse effects of increased storm water runoff, sedimentation, or erosion that may occur from improper development in adjacent areas.
6. Discourage groundwater withdrawal in areas where the activity could result in intrusion of saltwater into freshwater aquifers.
7. Conduct inventory of private wells to assure the health and safety of citizens and to protect groundwater supplies.
8. Ensure that activities such as dredging and grading do not contribute to sedimentation of sloughs or marshes, and that the disposal of treated sewage does not result in the release of toxic metallic wastes into Bay muds.
9. Take an active role in increasing the use of reclaimed water and educating the community about the benefits of such efforts.
10. Encourage the use of dual plumbing systems in new buildings to recycle grey water.

Biological Resources

4. Protect and enhance vegetative and wildlife habitat throughout the Hayward area.

1. Avoid development that would encroach into important wildlife habitats, limit normal range areas, or create barriers that cut off access to food, water, or shelter.
2. Support efforts to reestablish and maintain marsh habitats on the baylands.
3. Preserve tidal flats and salt ponds of low salinity for the migratory waterfowl that depend on these areas.
4. Preserve saltwater evaporation ponds to provide important habitats and/or enhance in a manner commensurate with continued salt production.
5. Maintain environmental corridors across the bay plain such as creeks with native vegetation.
6. Utilize drought-tolerant plant materials in city landscaping.
7. Encourage the planting of native vegetation to preserve the visual character of the area and reduce the need for toxic sprays and groundwater supplements.
8. Preserve mature vegetation where possible to provide shade, break unwanted wind, and enhance the appearance of development.

Geologic and Seismic Hazards

5. Seek to minimize risks from geologic and seismic hazards in the siting and design of development.

1. Continue enforcement of the seismic safety provisions of the Alquist-Priolo Act and the Building Code to minimize earthquake-related hazards in new development, particularly as they relate to high occupancy structures or buildings taller than 50 feet in height.
2. Work with Caltrans and BART to minimize earthquake-related hazards with regard to freeway and rail overpasses.
3. Work with other agencies to ensure that electric transmission lines, water supply systems, wastewater collection systems, gas mains and oil transmission lines

crossing fault traces include provision for automated shut-off-valves, switches and equipment needed to restore service in the event of a major fault displacement.

4. Assume that any site within 50 feet of any fault zone is underlain by an active fault trace until proven otherwise, and prohibit placement of structures for human occupancy across such trace.

6. Continue development and implementation of programs to strengthen existing structures that may pose a significant threat to human life.

1. Examine the feasibility of developing a program to reduce the hazards posed by soft-story buildings (multifamily structures with little or no first floor bracing).
2. Examine the feasibility of developing a program to minimize risks to buildings in areas subject to liquefaction or other areas where soil/substrata amplify and prolong ground motion.
3. Strongly encourage the retrofitting of existing structures, using recognized techniques to withstand ground shaking.

7. Promote greater public awareness of earthquake hazards, along with assistance to help property owners make their homes and businesses more seismically safe.

1. Expand the scope of educational materials about seismic risks and mitigation measures distributed through the city's emergency preparedness program to include maps that identify potential ground shaking and liquefaction hazards.
2. Explore possible programs (e.g., community fairs, tool-lending libraries) to assist single-family homeowners with earthquake retrofitting measures to reduce the risk of damage and injury during an earthquake.

Flood Hazards

8. Cooperate with federal, state and county agencies to develop short- and long-term programs that reduce flood hazards in the city.

1. Continue to work with the Federal Emergency Management Agency to ensure that Federal Insurance Rate Maps correctly depict flood hazards in the city.
2. Implement federal requirements relating to new construction in flood plain areas to ensure that future flood risks to life and property are minimized.

3. Work with the Alameda County Flood Control and Water Conservation District to ensure that flood channels are regularly cleaned and maintained.

Hazardous Materials

9. Work with other agencies to minimize risks associated with the use, storage and transport of hazardous materials.

1. Continue implementation of the Hazardous Materials Program and enforcement of ordinance on use and storage of hazardous materials.
2. Maintain a suitable buffer zone between industrial firms involved with hazardous materials and residential areas.
3. Coordinate with state and federal agencies to provide appropriate labeling on vehicles transporting hazardous materials through the city and to encourage utilization of designated routes.
4. Continue collection program for household toxic wastes and small business generators.
5. Provide educational materials concerning hazardous materials to the general public and enforcement agencies.

Air Quality

10. Incorporate measures to improve air quality in the siting and design of new development.

1. Provide adequate buffers between sources of toxic air contaminants or odors and existing or potential sensitive receptors.
2. Evaluate hazardous air pollutant emissions in review of proposed land uses that may handle, store or transport hazardous materials.
3. Consider measures, including a local ordinance, which would reduce PM_{10} emissions from fireplaces and wood stoves.

11. Maintain improved air quality by creating efficient relationships between transportation and land use.

1. Guide development into patterns that reduce dependency on automobile usage.

2. Require pedestrian-, bicycle-, and transit-oriented features in new development projects.

3. Encourage compact development featuring a mix of uses that locates residences near jobs and services.

4. Facilitate the development of higher-density housing and employment centers near existing and proposed transit stations and along major transit corridors.

12. Support implementation of Transportation Control Measures adopted by the Bay Area Air Quality Management District.

1. Work with regional and local organizations to promote ridesharing opportunities.

2. Review and evaluate the Bicycle Facilities Master Plan to determine if revisions are necessary to promote bicycle usage.

3. Encourage employers and developers to provide bicycle access and facilities.

4. Continue ongoing local signal timing programs.

5. Incorporate subdivision, zoning and site design measures that reduce the number and length of single-occupant automobile trips.

6. Promote demonstration projects to develop new strategies to reduce motor vehicle emissions, such as projects that include Low Emission Vehicle (LEV) fleets and refueling infrastructure.

7. Emphasize pedestrian travel through establishment of pedestrian-friendly design standards and inclusion of pedestrian improvements in capital improvement programs

8. Consider traffic calming strategies in capital improvement programs.

Noise Mitigation

13. The City will seek to protect the public health, safety and welfare against the adverse effects of excessive noise.

1. Provide educational material and assistance to the community regarding noise mitigation, and promote the full disclosure of potential noise impacts within new infill development.

2. Continue to review new development to assure compatibility with surrounding land uses and compliance with accepted noise standards.

3. Encourage mitigation of noise through appropriate site planning, building orientation, and building materials.

4. Cooperate with adjacent jurisdictions and other agencies involved in noise mitigation, and work with transportation companies and/or agencies to mitigate noise impacts.

5. Continue to consider potential noise impacts in evaluating proposals for new transportation facilities, including streets and highways.

6. Encourage the California Department of Transportation (Caltrans) to construct attractive noise barriers along State highways adjacent to noise-sensitive uses.

7. Investigate methods for decreasing local street noise, such as modification of paving materials, removal of surface irregularities, and synchronization of signals to facilitate smooth traffic flow.

8. Continue to monitor the effectiveness of noise control programs at the Hayward Executive Airport.

9. Enact a community noise control ordinance.

8. PUBLIC UTILITIES AND SERVICES

This section presents an overview of the public utilities and services provided by the City of Hayward or other agencies within the planning area. Issues addressed include fire protection and emergency response, water supply and distribution, wastewater collection and treatment, solid waste management, telecommunications facilities, and energy conservation. While these topics may involve environmental concerns, they pose no major constraints to future development at this time.

Fire Protection and Emergency Response

The City of Hayward Fire Department provides service to the entire city and to the Fairview Fire Protection District on a contract basis. There are seven fire stations located within the city, while two more stations are located in the Fairview area. Existing stations and their response areas are shown in **Figure 8-1**.

At the present time, 90% of all emergency calls result in the first fire department unit arriving in five minutes or less. In the City of Hayward four units are dispatched to all single-family dwelling fires with five units responding to apartment houses and commercial and industrial fires. The City of Hayward has been able to deliver all dispatched units to 90% of all reported structures fires within ten minutes.

The Hayward Fire Department requires special protection measures in buildings that are difficult to access such as high-rise or larger industrial complexes. Measures include fire sprinklers and smoke detectors, above and beyond what may be required elsewhere.

With regard to the industrial area, the higher standards for fire protection set by nationally recognized organizations have encouraged the construction of many new buildings already equipped with fire protection and alarm systems that meet the needs of high-tech industries. In addition, the high water flows required by these nationally recognized standards and provided by the City water delivery system easily satisfy specifications not only for on-site equipment but also for fire suppression and emergency response equipment. However, older buildings, as well as efforts to convert existing warehouses to more intensive uses, may pose special problems.

The transition to more high-tech industries and the development of previously undeveloped lands in the area will likely bring more people into the industrial corridor. The conversion from existing open warehousing operations to high tech industries will increase the population density within buildings. This in turn may spawn additional demand for commercial development that serves the needs of the larger employee population. Generally, a greater population will result in a higher demand for emergency services.

FIRE STATIONS AND RESPONSE AREAS

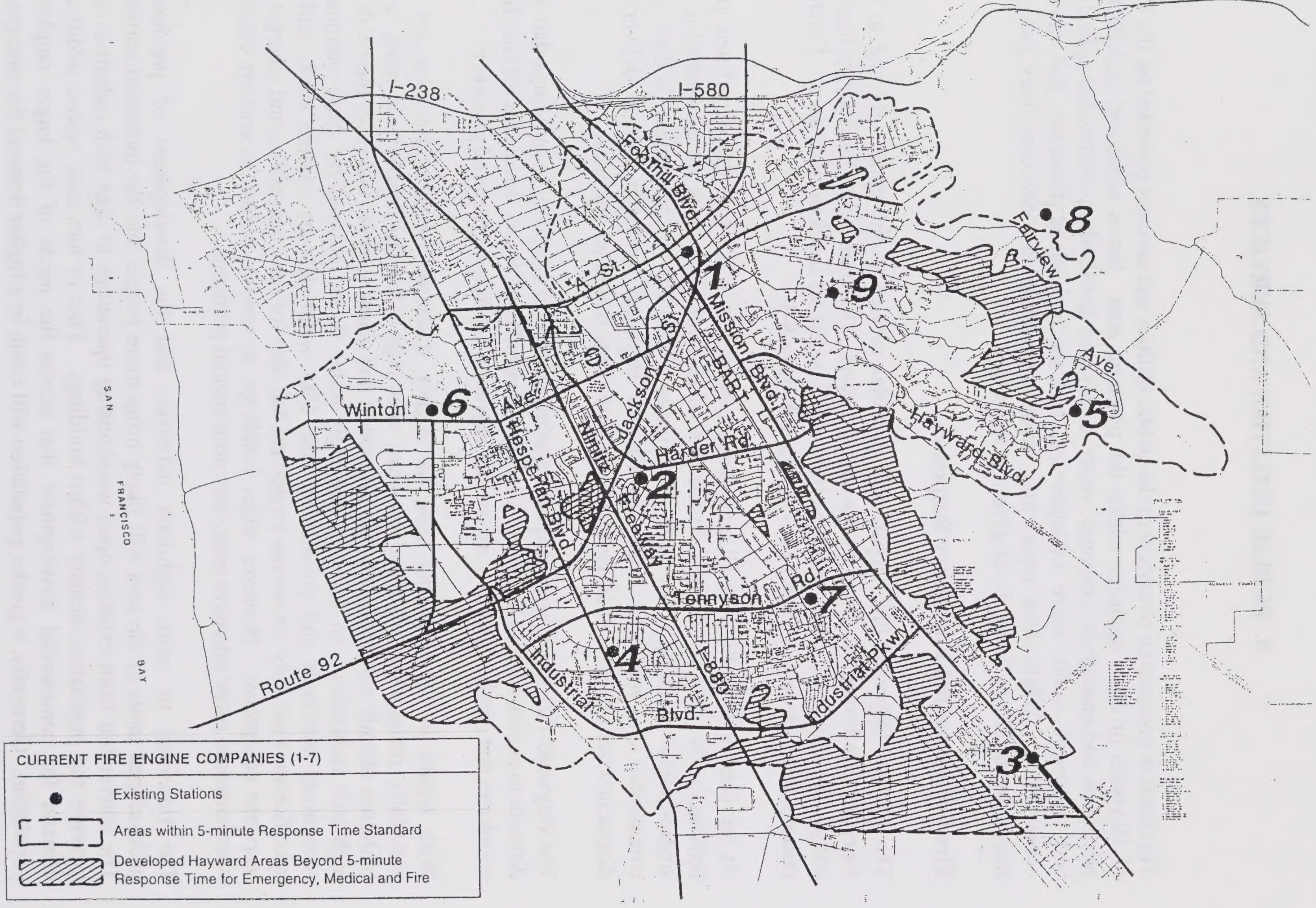

I-238
I-580
Foothill Blvd.
A St.
Mission Blvd.
BART
Jackson St.
Winton Ave.
Hesperian Blvd.
Nimitz Freeway
Harder Rd.
Tennyson Rd.
Industrial Pkwy.
Industrial Blvd.
I-880
Route 92
Fairview
Ave.
Hayward Blvd.
SAN FRANCISCO BAY
1
2
3
4
5
6
7
8
9
CURRENT FIRE ENGINE COMPANIES (1-7)
● Existing Stations
Areas within 5-minute Response Time Standard
▨ Developed Hayward Areas Beyond 5-minute Response Time for Emergency, Medical and Fire

Fig. 8-1

The City has upgraded its Emergency Response System by installing traffic signal priority for Fire Department vehicles. The system has improved response times. Additional funding is being pursued for this program.

Wildland Fire Hazards

The City has adopted Wildland/Urban Interface Guidelines for development in the hill area to address potential fire hazards. The Wildland/Urban Interface is defined as the hill area south of D Street and east of Mission Boulevard. Dispatch levels during the fire season are adjusted from moderate to high to extreme fire risk depending on the weather. Four off-road vehicles, one Type 3 engine and three smaller Type 4 engines, are available for deployment.

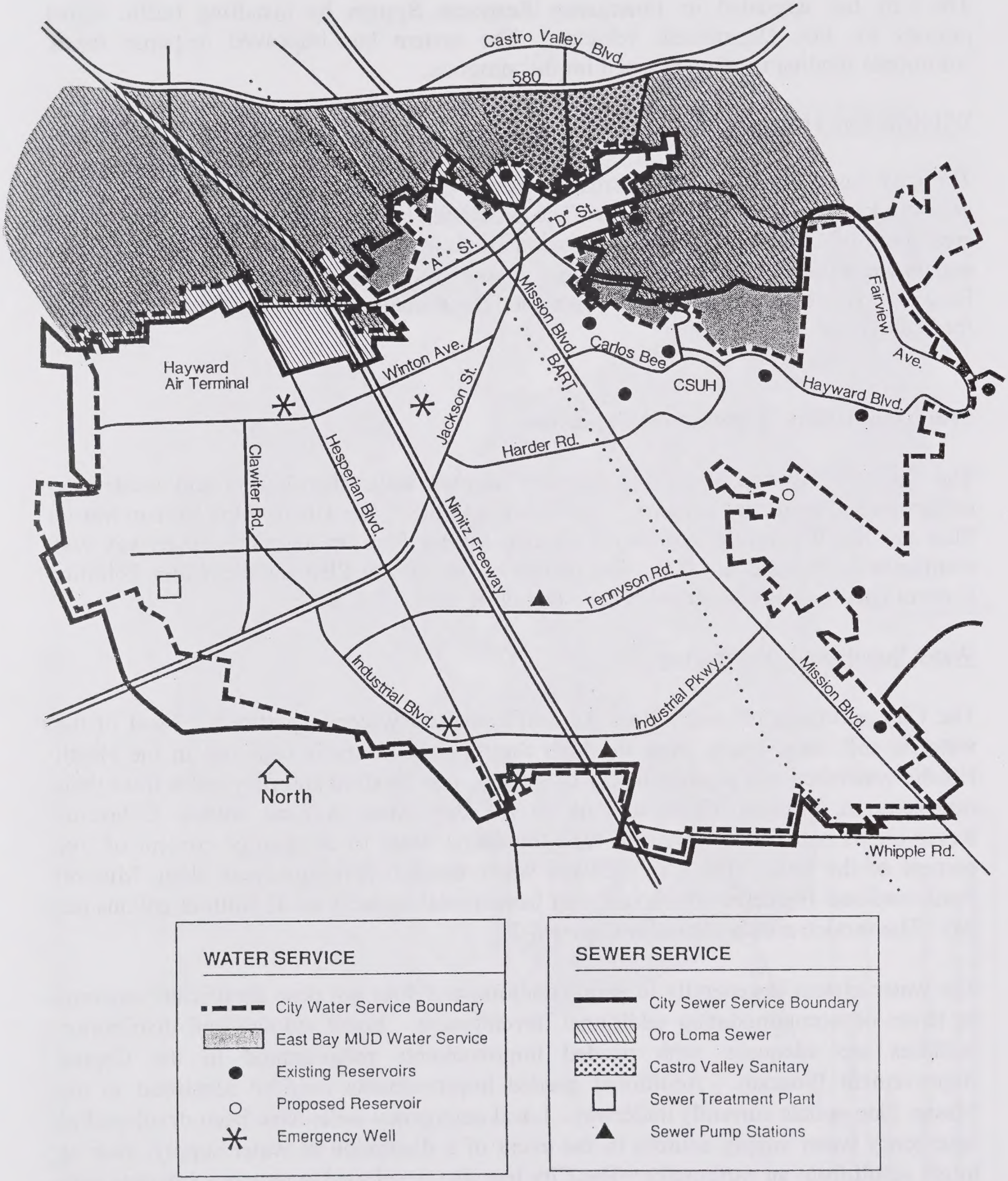
Municipal Utility Systems and Capacities

The City of Hayward owns and operates its own water distribution and wastewater collection and treatment systems. Updates of both the Water Distribution System Master Plan and the Wastewater Collection System Master Plan are currently underway with completion scheduled in 2002. The update of the Master Plan for the Water Pollution Control Facility was completed in the summer of 2001.

Water Supply and Distribution

The City purchases all water from the San Francisco Water Department. Most of the water is soft snow water from the high Sierras. The water is captured in the Hetch Hetchy watershed and piped, entirely by gravity, one hundred and fifty miles from their reservoirs in northern Yosemite Park to the Bay Area. A local source, Calaveras Reservoir, is occasionally blended with this snow water to an average content of five percent of the total. The City delivers water through two aqueducts along Mission Boulevard and Hesperian Boulevard that have a total capacity of 32 million gallons per day. The service area is shown in **Figure 8-2**.

The water system is generally in good condition and does not pose significant concerns in terms of accommodating additional development. Local storage and distribution facilities are adequate, with needed improvements programmed in the Capital Improvement Program. Additional needed improvements may be identified in the Master Plan update currently underway. Local emergency wells have been developed as emergency water supply sources in the event of a disruption in water supply, such as might result from an earthquake. The City has also developed emergency interties with the Alameda County Water District and other systems. The present system can provide enough water to serve existing needs and still have reserve capacity for protection against fire, peak demands, and other emergencies. Hayward's annual average water consumption in recent years is depicted in **Figure 8-3**.


Castro Valley Blvd.
580
"D" St.
"A" St.
Mission Blvd.
BART
Fairview Ave.
Carlos Bee
CSUH
Hayward Blvd.
Hayward Air Terminal
Winton Ave.
Jackson St.
Harder Rd.
Clawiter Rd.
Hesperian Blvd.
Nimitz Freeway
Tennyson Rd.
Industrial Blvd.
Industrial Pkwy.
Mission Blvd.
Whipple Rd.
North
WATER SERVICE
City Water Service Boundary
East Bay MUD Water Service
Existing Reservoirs
Proposed Reservoir
Emergency Well
SEWER SERVICE
City Sewer Service Boundary
Oro Loma Sewer
Castro Valley Sanitary
Sewer Treatment Plant
Sewer Pump Stations

WATER AND SEWER SERVICE AREAS

Fig. 8-2

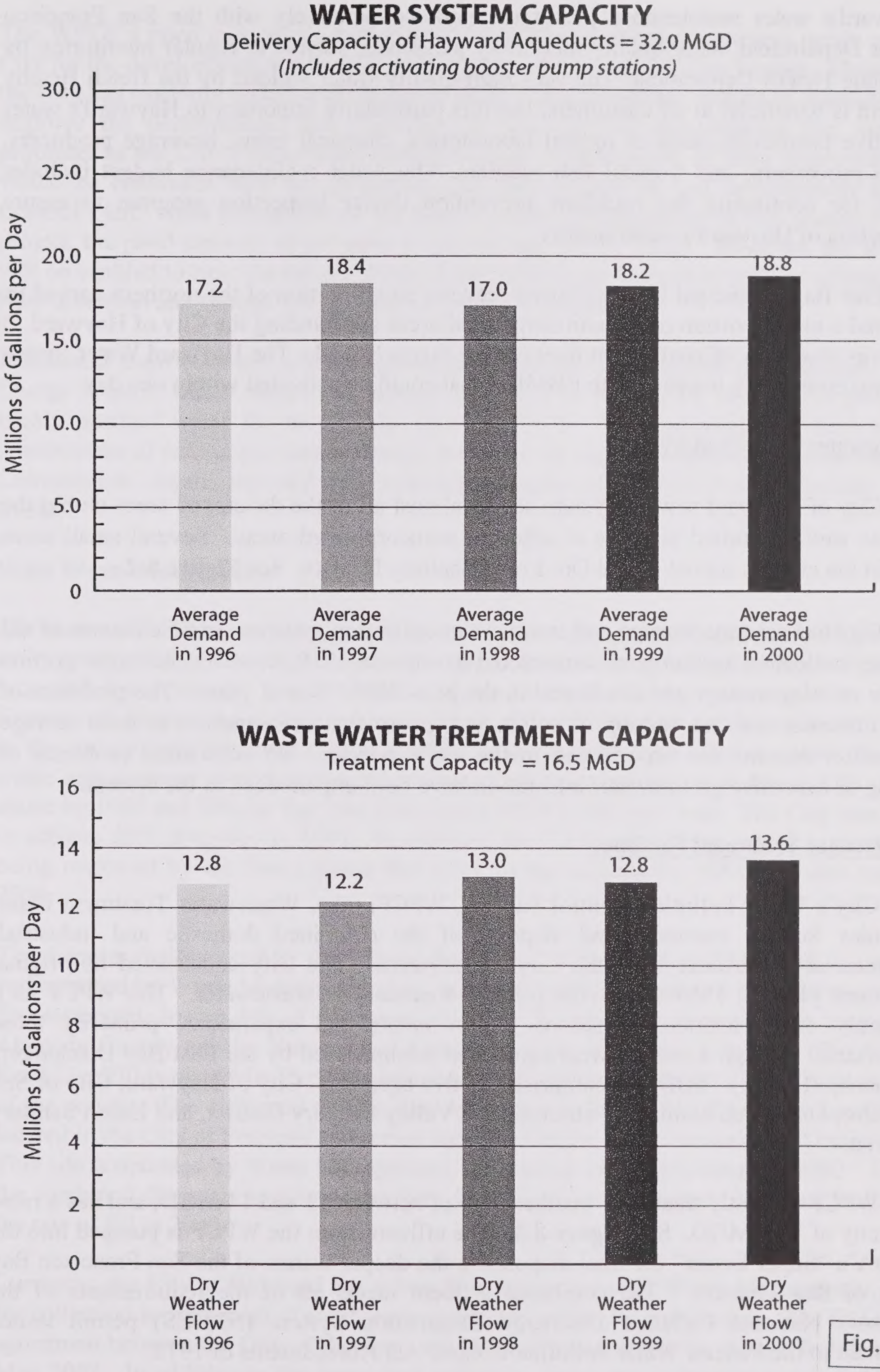

WATER SYSTEM CAPACITY
Delivery Capacity of Hayward Aqueducts = 32.0 MGD
(Includes activating booster pump stations)
Millions of Gallions per Day
30.0
25.0
20.0
15.0
10.0
5.0
0
17.2
18.4
17.0
18.2
18.8
Average Demand in 1996
Average Demand in 1997
Average Demand in 1998
Average Demand in 1999
Average Demand in 2000
WASTE WATER TREATMENT CAPACITY
Treatment Capacity = 16.5 MGD
Millions of Gallions per Day
16
14
12
10
8
6
4
2
0
12.8
12.2
13.0
12.8
13.6
Dry Weather Flow in 1996
Dry Weather Flow in 1997
Dry Weather Flow in 1998
Dry Weather Flow in 1999
Dry Weather Flow in 2000

Fig. 8-3

Hayward's water maintenance personnel work cooperatively with the San Francisco Water Department water quality laboratory personnel, subject to regular monitoring by the State Health Department. The very high quality water yielded by the Hetch Hetchy System is beneficial to all customers, but it is particularly important to Hayward's water sensitive businesses, such as optical laboratories, chemical firms, beverage producers, photo processors, and tropical fish retailers. The water maintenance budget includes funds for continuing the backflow prevention device inspection program to assure protection of Hayward's water quality.

The East Bay Municipal Utility District serves a small portion of the northern part of the city and a major portion of the unincorporated areas surrounding the City of Hayward. It receives its supply of water from rivers in the Sierra Nevada. The Hayward Water System has two emergency interties with EBMUD that could be activated within one day.

Wastewater Collection System

The City of Hayward sewage system serves almost all of the developed areas within the city as well as limited portions of adjacent unincorporated areas. Several small areas within the city are served by the Oro Loma Sanitary District. See **Figure 8-2**.

The City has separate sewage and storm water collection systems. Some elements of the sewage collection system were constructed as early as 1910; however the major portion of the existing system was developed in the post-World War II years. The problems of root intrusion and the buildup of solids and grease that are common to most sewage collection systems are experienced in the city's system. No substantial problems of silting or excessive groundwater infiltration have been experienced in the system.

Wastewater Treatment Facilities

The City's Water Pollution Control Facility, WPCF, (aka, Wastewater Treatment Plant) provides for the treatment and disposal of the combined domestic and industrial/ commercial wastewater from the City of Hayward. The City constructed its original treatment plant in 1954 to provide primary treatment of wastewater. The WPCF as it currently exists includes numerous improvements and expansions, primarily those constructed through a joint powers agreement administered by the East Bay Dischargers Authority (EBDA). EBDA is comprised of five agencies: City of Hayward, City of San Leandro, Oro Loma Sanitary District, Castro Valley Sanitary District, and Union Sanitary District.

The WPCF currently treats dry weather flow of between 13 and 14 MGD, and has a rated capacity of 16.5 MGD. See **Figure 8.3**. The effluent from the WPCF is pumped into the EBDA's "Super Sewer" for final disposal in the deeper waters of the San Francisco Bay west of San Leandro. The combined effluent meets all of the requirements of the EBDA's National Pollutant Discharge Elimination System (NPDES) permit issued pursuant to the Federal Water Pollution Control Act Amendments of 1972.

The WPCF's rated capacity is sufficient to meet the wastewater treatment needs of the City for the development anticipated under the proposed General Plan Update. However, the City has currently undertaken design of phase I of a two-phase project to substantially improve the performance and reliability of, and provide redundancies for, various processes in the City's wastewater treatment plant. Construction of these improvements would be consistent with the projections for planned growth and development in the General Plan. After completion of the improvements contemplated in two phases of the project, the rated capacity of the plant would remain at 16.5 MGD. However, the WPCF will be enabled to treat the rated volume of the wastewater without its current reliance on flow diversion and storage into the former oxidation ponds.

Additional improvements may be implemented with the construction of the Russell City Energy Center, which would add tertiary treatment to the WPCF in order to produce highly purified water for use by the Energy center. The environmental review for construction of said improvements would be under the auspices of the California Energy Commission. Again, the total rated treatment capacity of the WPCF would remain 16.5 MGD.

Solid Waste Management

The State of California requires that integrated waste management plans be developed for every county in the state. In Alameda County, the responsibility for preparing that plan is accorded the Alameda County Waste Management Authority, pursuant to a Joint Exercise of Powers Agreement between the County of Alameda, the incorporated cities in the county, and the three special districts in the county. State law requires that the waste management plan describe local waste diversion programs that divert 25% of its waste by 1995 and 50% by the year 2000, using 1990 as the base year. The City was able to achieve 25% diversion in 1995. In addition, the City's calculation, which is currently being reviewed by the State, shows that the City has achieved a 50% diversion rate in 2000.

The disposal facility used by the City of Hayward is Altamont Landfill, which is owned and operated by Waste Management, Inc., and is located in the eastern part of the county. The estimated closure date of Altamont is 2024. The other two disposal sites located in Alameda County are the Vasco Road Landfill and the Tri-Cities Landfill. The Vasco Road Landfill is owned by Republic Industries, Inc. and is also located in the eastern part of the county. The estimated closure date for Vasco is 2015. The Tri-Cities Landfill is located in the City of Fremont and serves the Cities of Fremont, Newark and Union City. This site is operated by Waste Management, Inc. and is slated for closure in 2002. Thus, the combined disposal capacity of the three facilities is approximately 31 years, based on the rate of fill in 2000.

Currently, the City of Hayward has a franchise agreement with Waste Management, Inc. for collection and disposal of solid waste generated within its jurisdiction. The franchise agreement between the City of Hayward and Waste Management, Inc. is in effect through May 2007. In addition to the franchised collector, contracted collectors and individuals haul minor amounts of wastes. The Hayward area is served by the Davis Street transfer station, which is located in San Leandro and owned and operated by Waste Management, Inc.

Recycling Programs

The City has adopted a Source Reduction and Recycling Element that addresses recycling issues and establishes recycling programs. The California Integrated Waste Management Act of 1989 (AB 939) requires that all jurisdictions in California reduce the amount of material that is landfilled by 50% by the year 2000. In response to that state law, the City has implemented the following programs and services:

The City has executed a contract with Waste Management, Inc., a private company, to provide weekly garbage and recycling services. Single-family residents are provided with weekly collection of a variety of recyclables, including yard trimmings, newspaper, mixed paper, glass jars and bottles, aluminum and steel containers, juice/drink boxes, plastic bottles marked #1 - 7, cardboard, and used motor oil. Multi-family residents can recycle all of these materials, except motor oil. Christmas trees are also collected following the holiday from single- and multi-family residences. Educational materials are regularly disseminated to residents regarding all of these services. In order to reduce the amount of waste disposed by businesses, City staff offers its assistance to implement waste reduction and recycling programs, including educational materials for employees.

In an effort to comply with the state law, the City requires recycling of construction and demolition debris. As construction activities have increased in the Bay Area, construction and demolition debris has become a significant component of the waste stream and is a targeted material for diversion.

Telecommunications Facilities

Fiber optic installations are important to the overall economic competitiveness of the city, and especially to the continued development of the Industrial Corridor. Since 1995, staff has been tracking installation of fiber optic conduits throughout the city. The location of existing and proposed routes is shown in **Figure 8-4**. Existing routes extend to all parts of the Industrial Corridor. Two of the existing routes also serve the Downtown area and California State University-Hayward. Major proposed routes would extend along Upper B Street, Mission Boulevard, and West A Street. The City may wish to consider requiring that large development projects incorporate the provision of fiber optic facilities.

California State University-Hayward is currently considering a proposal to construct an internet switching facility (or carrier hotel) in the southern portion of its campus. This facility would help meet the ongoing demand for such services and provide support for academic programs on campus. The CSUH administration is also pursuing the construction of a fiber optic ring that would serve the Hayward community.

FIBER OPTIC ROUTES

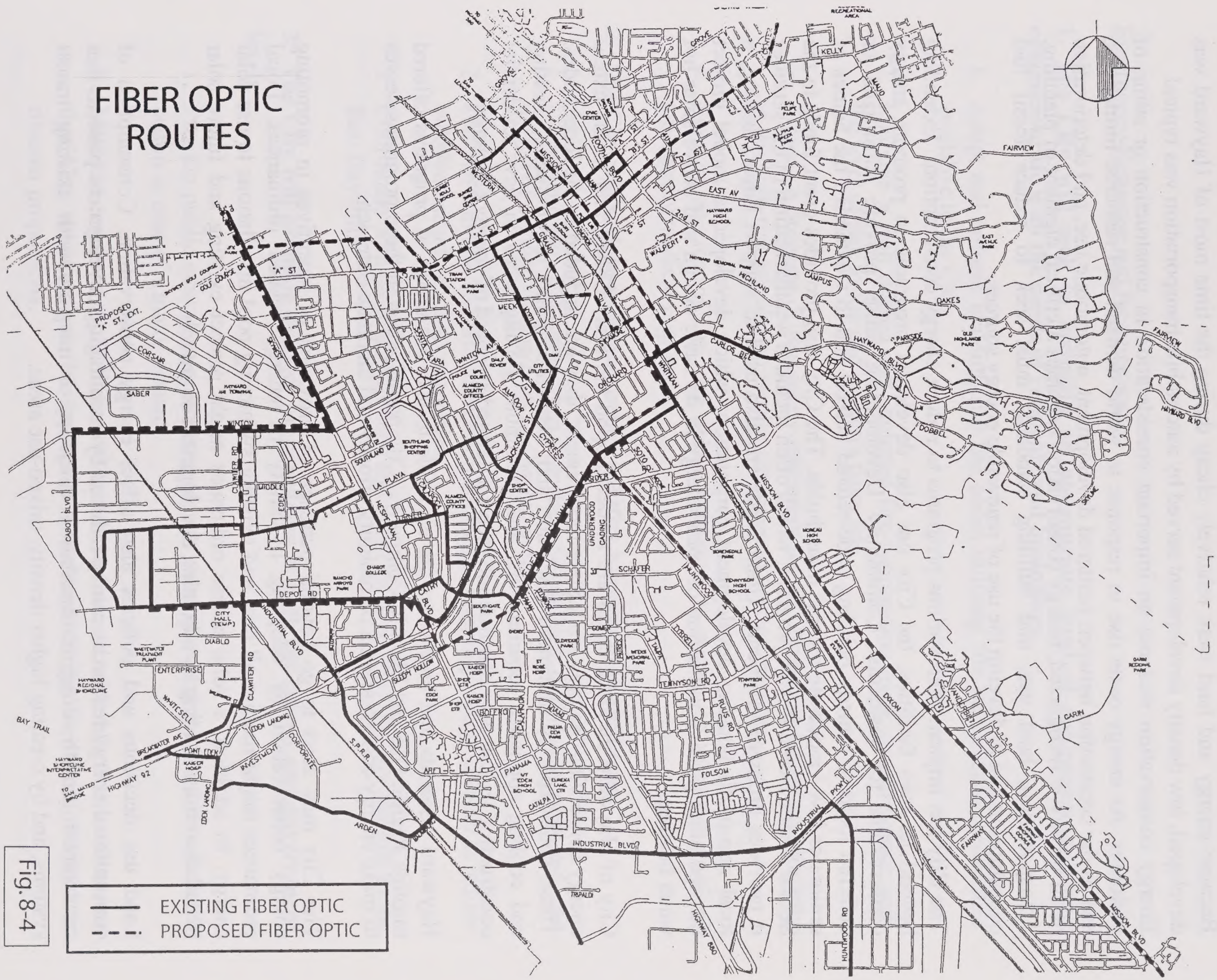

EXISTING FIBER OPTIC
PROPOSED FIBER OPTIC
MISSION BLVD
FOOTHILL BLVD
"A" ST
"B" ST
"C" ST
"D" ST
"E" ST
2nd ST
EAST AV
GROVE
KELLY
FAIRVIEW
CAMPUS
OAKES
HAYWARD BLVD
CARLOS BEE
DOBBEL
SKYLINE
HIGHLAND
WALPERT
WESTERN
GRAND
WATKINS
WHITMAN
ORCHARD
SYCAMORE
WINTON AV
W. WINTON
SOUTHLAND DR
LA PLAYA
HESPERIAN
AMADOR
JACKSON ST
CYPRESS
HARDER RD
UNDERWOOD
SCHAFER
HUNTWOOD
TENNYSON RD
DIXON
FOLSOM
RUUS RD
TAMPA
GADING
PANAMA
CATALPA
INDUSTRIAL BLVD
INDUSTRIAL PKWY
HUNTWOOD RD
TRIPALDI
HIGHWAY 880
HIGHWAY 92
S.P.R.R.
ARDEN
EDEN LANDING
INVESTMENT
CORPORATE
POINT EDEN
BREAKWATER AVE
WHITESELL
ENTERPRISE
DIABLO
DEPOT RD
CLAWITER RD
CABOT BLVD
MIDDLE
EDEN
SABER
CORSAIR
PROPOSED "A" ST. EXT.
GOLF COURSE DR
SKYWEST
CHABOT COLLEGE
CITY HALL (TEMP)
CITY UTILITIES
ALAMEDA COUNTY OFFICES
SOUTHLAND SHOPPING CENTER
HAYWARD HIGH SCHOOL
TENNYSON HIGH SCHOOL
MOREAU HIGH SCHOOL
HAYWARD REGIONAL SHORELINE
WASTEWATER TREATMENT PLANT
HAYWARD AIR TERMINAL
BAY TRAIL
TO SAN MATEO BRIDGE
GARIN REGIONAL PARK
GARIN
FAIRWAY
MISSION BLVD

Fig. 8-4

Energy Conservation

Because energy and land were relatively cheap during the time most of Hayward was developed, low density development served by automobile transportation was typical. Energy conservation was not an important consideration in construction or siting of buildings. As energy costs rise in response to world demand and resource limitations, and as the connection between scattered development, automobile use, and deterioration of air quality is recognized, energy conservation becomes a critical element of planning. Transportation, land use, and building standards must seek to reduce fossil fuel consumption and to develop the use of renewable energy sources.

The City has implemented various programs to reduce energy consumption. Extending beyond its own facilities, the City has also developed programs to promote energy conservation for residents. Community Development funds provide subsidized or deferred loans to remedy building code-related defects and to weatherize the homes of seniors or low / moderate income households. The City also provides grant funds to the Senior Minor Home Repair program, which often includes weatherization in the services it provides program recipients. Grant funds are also used to support Eden Housing, a local non-profit housing development corporation, which developed a model project incorporating passive utilization of solar energy in its basic design and active solar hot water heating.

City of Hayward building codes are modeled upon the State Codes, and to the extent energy conserving features are a State requirement, they are included in the local codes. These codes specify minimum insulation and weather-stripping requirements, heating and cooling appliance requirements, and maximum glazing areas in new residential construction so that new construction meets a defined standard of energy efficiency.

Hayward residents and businesses are also able to take advantage of programs offered through Pacific Gas and Electric Company. City participation in these programs serves to make energy conservation a community priority and facilitate outreach.

The City may elect to go beyond outreach or provision of incentives in promoting energy conservation by adopting a variety of energy related ordinances. Local ordinances might require all new and existing swimming pool installations to use solar energy. In addition, a solar access ordinance might protect existing and future solar installation from shading by adjoining development or growth.

Land use decisions and policies also affect energy conservation. Consumption of conventional energy resources can be reduced by encouraging development patterns that concentrate growth along transportation corridors or integrate with existing transit systems, and by creating higher density, mixed-use areas.

PUBLIC UTILITIES AND SERVICES
POLICIES AND STRATEGIES

Emergency Response and Preparedness

1. The City will seek to maintain an appropriate level of emergency response commensurate with the needs of residents and businesses.

1. Adopt and enforce building and fire codes utilizing fire suppression capabilities available to the City.
2. Maintain a well trained and equipped fire suppression force commensurate with the level of risk to life and property from fire.
3. Provide a program of fire safety education for all citizens, but directed primarily at the high-risk population (senior citizens and young children).
4. Support training of fire and police personnel to ensure an adequate level of emergency medical response.

2. The City will seek to minimize urban wildfire hazards in the hill area.

1. Implement the Wildland/Urban Interface Guidelines during the planning and design of development in high fire hazard areas.
2. Enforce building and fire prevention codes that require property owners to reduce wildfire hazards on their properties.
3. Coordinate with other jurisdictions and agencies to address wildfire hazards in the East Bay hills.

3. The City will promote disaster preparedness at both the citizen and government levels.

1. Provide public education promoting citizen awareness and preparedness for self-action in case of a major disaster.
2. Maintain response capabilities within the Department of Public Works to assure that City resources can be appropriately utilized during incidents of major or disaster proportions.

Public Utilities

4. Public facilities will be maintained and operated in a manner that protects and enhances the environment.

1. Control waste discharge to avoid contamination of water resources, damage to bay ecology and hill erosion.
2. Utilize dredged silt and processed waste sludge productively, such as for marsh restoration and park development.

Energy Conservation

5. Hayward will promote energy conservation.

1. Promote development patterns that are integrated with existing transit systems and encourage transit, bike and pedestrian circulation.
2. Encourage mix of shopping, employment and residential use in areas that are to be more intensely developed.
3. Monitor energy use of City facilities and street lighting; utilize public buildings to demonstrate solar orientation and energy conservation principles.
4. Emphasize energy conservation measures for existing development, and encourage use of periodic energy audits.
5. Study feasibility of requiring energy audit and performance of cost effective conservation measures when properties are sold (such as ceiling insulation, weatherstripping, etc.).
6. Support the improvement and enforcement of State energy conservation standards for new construction.
7. Develop an ordinance that encourages solar orientation in the site planning for new construction, protects solar access from future adjacent development, and promotes the use of solar systems where cost effective.
8. Seek to expand programs that capture energy from waste treatment.
9. Promote energy education with fairs, bike or solar tours, workshops, or media campaigns.

Appendix A

List of Area Plans, Specific Plans and Master Plans

Appendix A

LIST OF AREA PLANS, SPECIFIC PLANS, AND MASTER PLANS

(all plans are City of Hayward documents unless otherwise noted)

Area Plans and Specific Plans

Neighborhood Plans

Mission-Garin (1987)
Burbank (1988)
Tennyson-Alquire (1989)
Harder-Tennyson (1989)
Mt. Eden (1990)
Jackson Triangle (1991)
Mission-Foothills (1992)
Upper B Street (1992)
North Hayward (1994)
Longwood-Winton Grove (1994)
Santa Clara (1995)
Fairway Park (1995)
Glen Eden (1996)
Southgate (1996)
Whitman-Mocine (1997)
Hayward Highlands (1998)

Other Area Plans

Downtown Hayward Redevelopment Plan (1975, as amended)
Downtown Design Plan (1992)
Cannery Area Design Plan (2001)
Hayward Area Shoreline Planning Program (1993)
Hayward Shoreline Environmental Enhancement Program (1993)
Walpert Ridge Specific Area Plan (1995)
Ridgelands Area Policies (1993)
Fairview Area (Alameda County) Specific Plan (1980, as amended)
Unincorporated (Alameda County) Eden Area Plan (1983)

Specific Plans

South of Route 92 Specific Plan (1997)

Policy Statements on Specific Subjects

Master Plans

Mayor's Blue Ribbon Task Force Report on Library Services (1996)
Hayward Area Recreation and Park District Master Plan (1990)
East Bay Regional Park District Master Plan (1990)
Hayward Executive Airport Master Plan (2002)
Bicycle Facilities Master Plan (1997)
Landscape Beautification Plan (1987)
Urban Water Management Plan (2000)
Water Distribution System Master Plan (2002)
Wastewater Collection System Master Plan (2002)
Water Pollution Control Facility Master Plan (2001)
Alameda County Solid Waste Management Plan (1991)
Hazardous Waste Management Plan (1991)
Source Reduction and Recycling Program (1996)

Development Guidelines and Regulations

Design Guidelines (1993)
Hillside Design Guidelines (1993)
Urban/Wildland Interface Guidelines (1993)
Off-Street Parking Ordinance
Zoning Ordinance
Subdivision Ordinance
Grading Ordinance

Appendix B

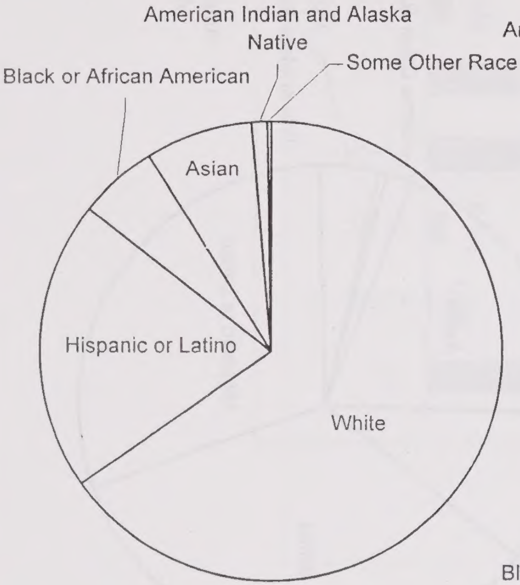
Demographic Profile of Hayward

POPULATION BY RACE AND HISPANIC ORIGIN:
1980-2000

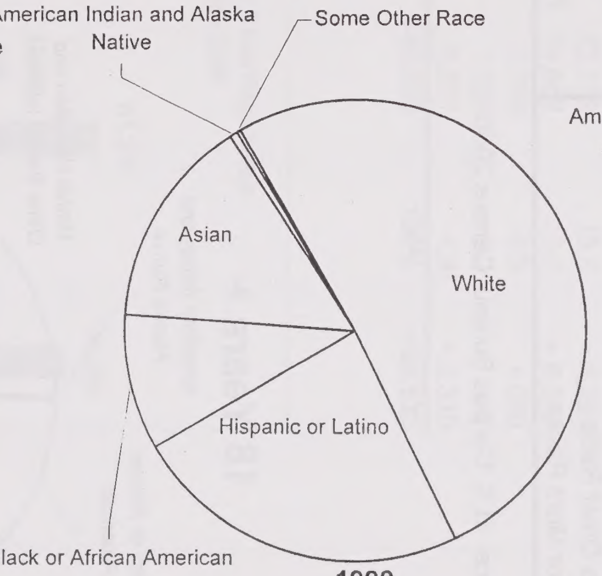
Group	1980	%*	1990	%*	2000	%*
Hispanic or Latino (of any race)	19,029	20.2	26,671	23.9	47,850	34.2
White	61,589	65.4	57,005	51.1	40,896	29.2
Black or African American	5,269	5.6	10,440	9.4	14,846	10.6
American Indian and Alaska Native	880	0.9	688	0.6	570	0.4
Asian	7,085	7.5	16,432	14.7	26,189	18.7
Native Hawaiian and Other Pacific Islander	N/A	N/A	N/A	N/A	2,511	1.8
Some Other Race	315	0.3	352	0.3	692	0.5
Two or More Races	N/A	N/A	N/A	N/A	6,476	4.6
Totals	94,167	100.00%	111,498	100.00%	140,030	100.00%

*** - Percentages may not total 100% due to rounding.**

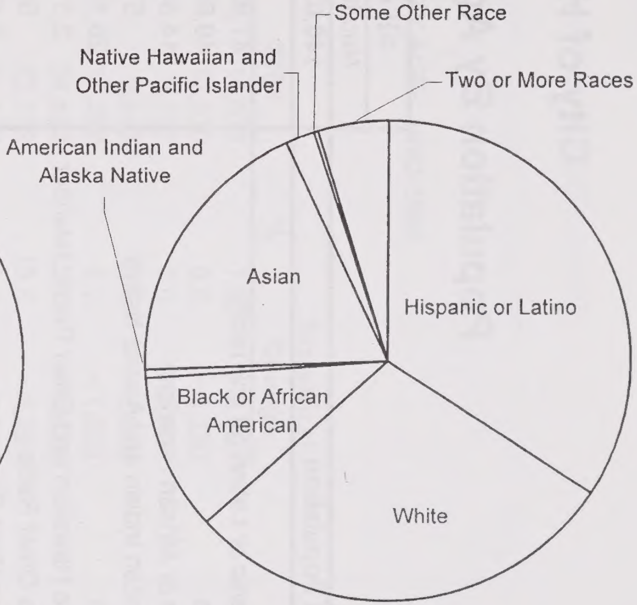
N/A - Data not collected for these categories



1980



1990



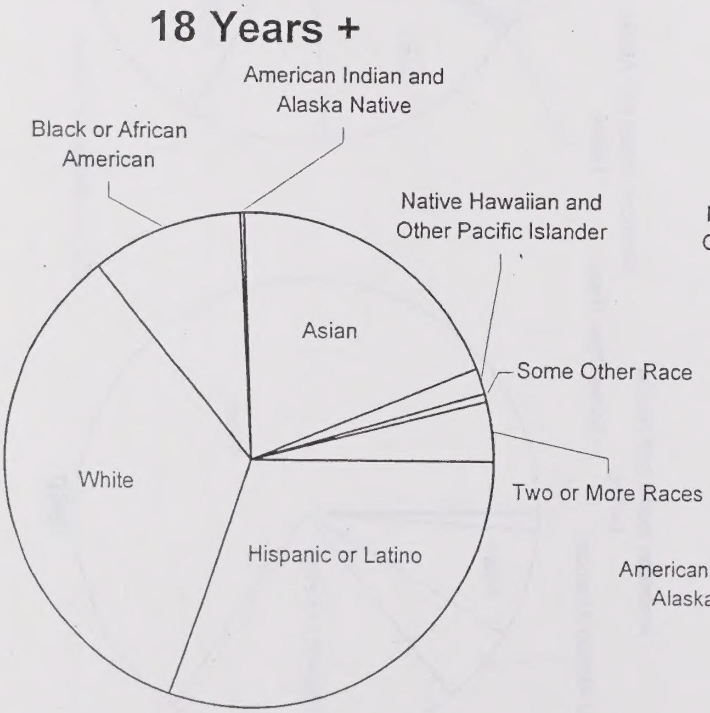
2000

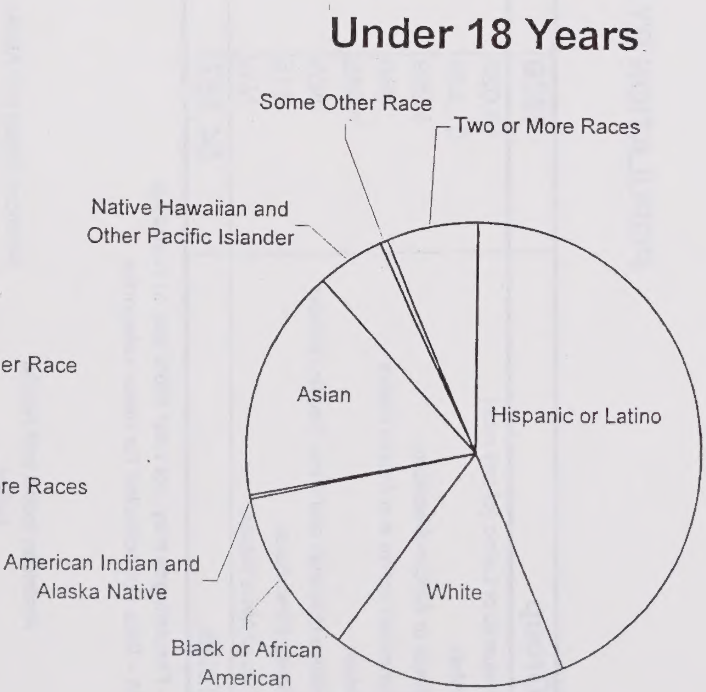
City of Hayward

Population By Age Groups: 2000

	All Ages		18 Years +		Under 18 Years	
	Number	%	Number	%	Number	%
Total Population	**140,030**	**100**	**102,531**	**100**	**37,499**	**100**
Hispanic or Latino (of any race)	47,850	34.2	31,031	30.3	16,819	44.8
White	40,896	29.2	34,627	33.8	6,269	16.7
Black or African American	14,846	10.6	10,318	10.1	4,528	12.1
American Indian and Alaska Native	570	0.4	439	0.4	131	0.3
Asian	26,189	18.7	19,930	19.4	6,259	16.7
Native Hawaiian and Other Pacific Islander	2,511	1.8	1,692	1.7	1,819	4.8
Some Other Race	692	0.5	460	0.4	232	0.6
Two or More Races	6,476	4.6	4,034	3.9	2,442	6.5

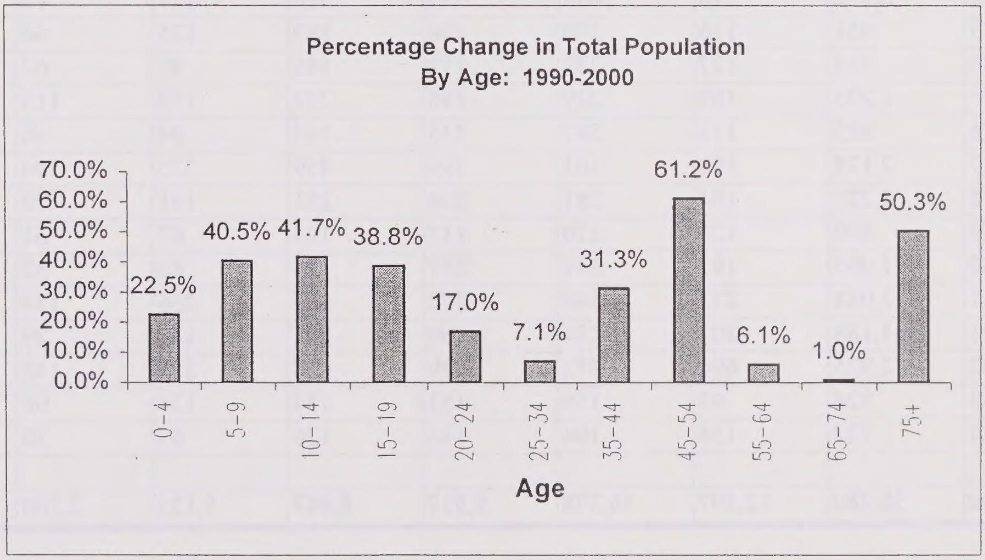
Source: U.S. Census Bureau, Census 2000





TOTAL POPULATION BY AGE: 1990-2000

Age	1990	%	2000	%	Numerical Change
0-4	8,990	8.1	11,011	7.9	+ 2,021
5-9	7,985	7.2	11,215	8.0	+ 3,230
10-14	6,873	6.2	9,737	7.0	+ 2,864
15-19	6,873	6.2	9,542	6.8	+ 2,669
20-24	9,584	8.6	11,209	8.0	+ 1,625
25-34	22,916	20.4	24,552	17.5	+ 1,636
35-44	16,888	15.1	22,179	15.8	+ 5,291
45-54	10,333	9.3	16,652	11.9	+ 6,319
55-64	9,146	8.2	9,706	6.9	+ 560
65-74	7,319	6.6	7,326	5.2	+ 7
75+	4,591	4.1	6,901	4.9	+ 2,310
TOTALS	111,498	100%	140,030	100%	+28,532



Appendix B

Family Size and Households by Census Tracts

Census Tract	Total Households	1 Person Household	2 Person Household	3 Person Household	4 Person Household	5 Person Household	6 Person Household	7+ Person Household
4312	2,639	956	925	386	238	90	27	17
4351.01	3,788	735	1,265	726	592	280	112	78
4351.02	1,720	309	633	308	308	101	34	27
4352	1,358	203	415	288	261	110	43	38
4353	1,656	408	543	285	222	97	56	45
4354	1,803	745	510	232	159	81	41	35
4355	1,454	516	409	216	152	80	39	42
4356	3,151	770	847	582	418	273	110	151
4357	1,488	312	470	268	227	129	42	40
4362	1,070	205	291	209	175	93	59	38
4363	1,879	393	416	306	297	195	129	143
4364.01	2,799	843	880	440	357	162	63	54
4364.02	1,046	154	437	198	144	72	21	20
4365	1,729	441	586	292	196	116	49	49
4366.01	1,885	308	441	345	319	211	131	130
4366.02	1,554	422	407	278	207	132	48	60
4367	831	148	206	121	107	108	56	85
4368	1,337	300	406	236	202	100	52	41
4369	1,874	238	426	335	327	237	132	179
4370	1,252	335	397	163	182	76	51	48
4371	2,704	493	689	464	463	267	189	139
4372	2,172	516	645	397	310	157	76	71
4373	951	116	230	176	199	125	54	51
4374	948	127	240	172	166	95	67	81
4375	1,205	109	229	198	237	192	113	127
4376	925	173	247	135	164	94	66	46
4377	2,178	199	363	398	459	325	194	240
4378	1,227	194	281	204	251	161	70	66
4379	690	128	170	112	125	67	51	37
4380	1,065	197	349	207	174	80	32	26
4381	2,088	272	546	372	409	236	134	119
4382.01	1,188	207	254	160	202	132	89	144
4382.02	2,975	694	872	429	428	275	148	129
4383	924	97	159	153	184	124	96	111
4384	727	134	194	146	126	62	30	35
Total	58,280	12,397	16,378	9,937	8,987	5,135	2,704	2,742

Appendix C

General Plan Land Use Map

Appendix C

THE GENERAL PLAN LAND USE MAP

The Land Use Map is based on the policies, assumptions and forecasts contained in this plan. It contains general land use and circulation proposals and is not intended to show precisely the limits of land use proposed nor each individual use as other types of uses may be compatible with the designated use. For example, a convenience market, a school, several duplexes and single-family residences, along with appropriate zoning for each of those uses, could all be in conformance with the plan designation of low density residential.

Because land use designations may not reflect specific local conditions, they should not be interpreted to propose nor preclude developments without consideration of the policies, principles, standards, or intent of the general plan. Site considerations relating to topography, geology, soils or hydrology may be more important in establishing the specific use and intensity of a particular parcel than designation on the plan map. Similarly, the presence of adequate streets as well as schools, parks and other community facilities should be assured before a development is approved that would otherwise be in conformance with the plan map.

Determination of the conformance of a proposed use or zone with the general plan should include consideration of the following questions:

1. Is the use being considered specifically designated on the land use plan map in the area where its location is proposed?

2. If the use is not specifically designated on the land use plan map in the area where its location is proposed, is it needed to service such a planned use or, if a residential proposal, could it be established without adversely altering the proposed character of the area or setting a precedent for increasing the general density of that area above that proposed on the land use plan map?

3. Are conditions in the area safe from potential flooding and geologic hazards not common to the entire Hayward Planning Area?

4. Will community facilities and streets be available at City standards to serve the use proposed for the property?

5. Is the proposal consistent with the policies, principles and standards contained in the General Plan?

6. Do social and economic conditions indicate that the proposed zoning or development is needed at this time?

7. Does an evaluation of required environmental impact reports and any potential public benefit analyses indicate that the use or zone justifies any adverse impact the proposal may have on the area involved?

Public Works Projects

The Land Use Map contains only general circulation proposals, primarily limited to the existing and proposed. major street network. Improvements to the roadway facilities are not indicated on the map, but are described in the chapter on Circulation and are listed in the Capital Improvements Program. Where required, the Capital Improvements Program, which also includes other types of public works projects, and any other proposed public works projects are reviewed for consistency with the General Plan.

Area and Neighborhood Plans

As noted in the Preface, the specific area plans serve to refine and implement the General Plan for particular geographical areas. Consistency of plan recommendations with the General Plan is reviewed at the time of adoption of the area or neighborhood plan. Due to the detailed nature of these plans, land use maps may have different or more specialized land use categories than the General Plan Map. For example, neighborhood plans may indicate elementary schools, neighborhood parks, convenience commercial centers, and collector streets.

Detailed Map Legend

Residential

Residential densities are expressed in terms of net land area, which excludes land required for public and private streets. Densities of residential projects may be lower than the stated range (see Appendix D).

Rural Estate Density. Typical density is between 0.2- 1.0 dwelling unit per net acre. Typical lot sizes are one acre or more. Typical development is single-family detached housing, although second units may be permitted. Planned Developments may include a variety of housing types within the overall density range.

Suburban Density. Typical density is between 1.0- 4.3 dwelling units per net acre. Typical lot sizes are 10,000 square feet or more. Typical development is single-family detached housing, although second units may be permitted. Planned Developments may include a variety of housing types within the overall density range.

Low Density. Typical density is between 4.3-8.7 dwelling units per net acre. Typical lot sizes range from 5,000 to 10,000 square feet. Typical development is single-family detached housing, although second units may be permitted. Some mobile home parks are developed at this density. Planned Developments may include a variety of housing types within the overall density range.

Medium Density. Typical density is between 8.7-17.4 dwelling units per net acre. Minimum lot area per dwelling unit is 2,500 square feet. Typical development may be mobile home parks; single-family detached, mixed with duplexes, triplexes, and fourplexes; or townhouses and 2-3 story garden apartments. Planned Developments may include a variety of housing types within the overall density range. Selected areas have been designated as **Limited Medium Density** with a density range of 8.7- 12.0 dwelling units per net acre.

High Density. Typical density is between 17.4- 34.8 dwelling units per net acre, although individual projects may be approved at higher densities if over three stories (up to 58 dwelling units per net acre). Typical development includes apartments or condominiums within multi-story buildings near major activity centers or along major arterials. Planned Developments may include a variety of housing types within the overall density range.

Downtown-City Center Area. Residential densities range from 40- 110 dwelling units per net acre, although the highest densities are reserved for approved projects near the BART Station and City Center. Typical development throughout the remaining area will be 3-5 story apartments or condominiums.

Commercial

Retail and Office Commercial. These areas include the regional shopping center (Southland), community shopping centers, concentrations of offices and professional services, and portions of the downtown area where mixed retail and office uses are encouraged. Not shown are neighborhood convenience centers that support and are compatible with residential areas.

General Commercial. These areas include concentrations of special uses which are automobile-oriented in terms of product or access, such as automobile sales and service, building supplies, home furnishings etc. Clustering of these uses along major arterials is appropriate where direct access and adequate parking are provided,

Commercial/High-Density Residential. These areas may include Retail and Office or General Commercial uses. Certain areas along major arterials that are commercially zoned but presently vacant or underutilized may be appropriate for high-density residential use or mixed commercial/ residential use. Development proposals within these areas should be evaluated within the context of applicable policies and standards and compatibility with adjoining areas.

Industrial

Industrial Corridor. This area consists primarily of planned business and industrial parks along with supporting office and commercial uses. Comprehensive design standards and use restrictions permit their location adjacent to residential areas. Other industrial development may be appropriate if compatible with adjacent industrial parks or residential areas.

Mixed Industrial. These areas "contain older industrial uses within the central part of the city which are typically located along railroad tracks and often surrounded by residential areas. Some areas contain substantial buildings but are presently vacant or underutilized. Future uses must be compatible with adjacent residential and commercial areas. These areas should be considered for conversion to commercial uses, residential uses, or a planned development with mixed uses, as appropriate.

Open Space

Parks and Recreation. These areas include regional parks, community and neighborhood parks, and special use facilities such as golf courses, historic estates, linear parks and trails. Not shown are school athletic fields and playgrounds.

Baylands. These areas are to remain in open space uses such as salt and fresh water marshes, salt ponds, aquaculture, or agriculture; limited educational and recreational uses that provide public contact with the wetlands are also desirable. Existing marshes are to be preserved and opportunities to expand marsh areas pursued.

Limited Open Space. These areas include cemeteries, agricultural and grazing lands, land that is undevelopable due to slope or other hazards, and lands proposed for park or other permanent open space. Minimum lot sizes shall range from 5 acres to 160 acres or more.

Public and Quasi-Public

These areas contain major governmental, educational and cultural facilities such as the Hayward Air Terminal, California State University-Hayward, Chabot Community College, City Center, Hayward Public Library, Alameda County Governmental Complex, high schools, intermediate schools, and elementary schools.

Downtown-City Center Area

This area is the major activity center in the planning area. It contains major public facilities such as City Center and the Main Library, retail and office areas, and high-density residential areas. Mixed- use development is encouraged to promote the pedestrian orientation and to maintain the downtown area as an integrated living, working, shopping and recreational area. The boundary of this area as delineated on the Policies Plan Map includes the Downtown Redevelopment Project Area and/or areas within the Central City Zoning District.

Streets and Highways

Freeways. These routes are intended to carry regional and through traffic at high speeds. Access is limited by divided roadways, grade separations, and interchanges with expressways or major arterials.

Major Arterials. These routes are intended to carry inter-city traffic as well as intra-city traffic between important local generators. Facilities are generally four lanes or more with at grade intersections. Provision may be made for controlled turning movements. Expressways are included as major arterials but may feature selected characteristics of freeways.

Minor Arterials. These routes are intended to carry intra-city traffic as well as local traffic between major arterials and collector streets and/or serve local generators. The type of facility varies with the specific function, traffic volume and nature of adjacent development.

Not shown on the policies plan map are collector streets and local streets. The function of collectors is to carry local traffic to and from arterials as well as provide access to abutting properties. Local streets are intended primarily to provide direct access to abutting properties.

Rail Transportation

Rapid Transit. The Bay Area Rapid Transit (BART) system includes the Fremont-Daly City/Colma and Fremont-Richmond lines, which serve the planning area with two stations (Hayward and South Hayward). Also shown is the Dublin/Pleasanton-Daly City/Colma line, which parallels Route I-580 and serves the planning area with a station in Castro Valley.

Railroads. Three main lines traverse the planning area in a north-south direction with one paralleling the BART tracks. The middle line is the route of the Amtrak Capital Corridor, which provides service between Sacramento and San Jose.

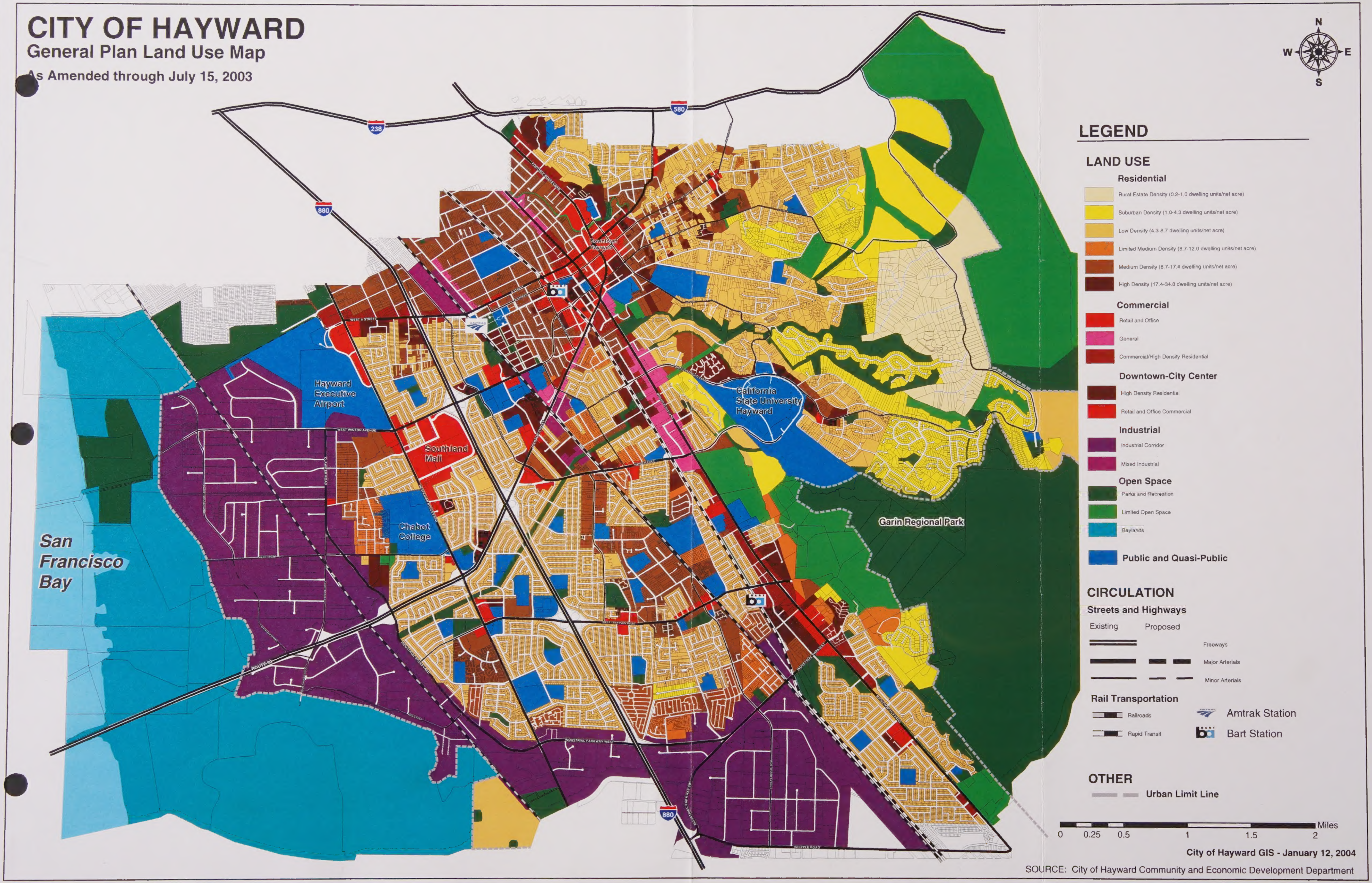
Urban Limit Line

The Urban Limit Line represents the boundary between urban development (e.g., Residential, Commercial, and Industrial designations) and open space (e.g., Baylands, Limited Open Space, and Regional Parks designations).

CITY OF HAYWARD

General Plan Land Use Map

As Amended through July 15, 2003



N
W
E
S
580
238
880
880
Downtown Hayward
WEST A STREET
WEST WINTON AVENUE
Hayward Executive Airport
Southland Mall
Chabot College
California State University Hayward
Garin Regional Park
San Francisco Bay
ROUTE 92
WEST TENNYSON ROAD
INDUSTRIAL PARKWAY WEST
WHIPPLE ROAD
LEGEND
LAND USE
Residential
Rural Estate Density (0.2-1.0 dwelling units/net acre)
Suburban Density (1.0-4.3 dwelling units/net acre)
Low Density (4.3-8.7 dwelling units/net acre)
Limited Medium Density (8.7-12.0 dwelling units/net acre)
Medium Density (8.7-17.4 dwelling units/net acre)
High Density (17.4-34.8 dwelling units/net acre)
Commercial
Retail and Office
General
Commercial/High Density Residential
Downtown-City Center
High Density Residential
Retail and Office Commercial
Industrial
Industrial Corridor
Mixed Industrial
Open Space
Parks and Recreation
Limited Open Space
Baylands
Public and Quasi-Public
CIRCULATION
Streets and Highways
Existing
Proposed
Freeways
Major Arterials
Minor Arterials
Rail Transportation
Railroads
Rapid Transit
Amtrak Station
Bart Station
OTHER
Urban Limit Line
0
0.25
0.5
1
1.5
2
Miles

City of Hayward GIS - January 12, 2004

SOURCE: City of Hayward Community and Economic Development Department

Appendix D

General Plan/Zoning Consistency Matrix

GENERAL PLAN AND ZONING CONSISTENCY MATRIX

ZONING DISTRICT			GENERAL PLAN MAP DESIGNATION																					
			RESIDENTIAL						COMMERCIAL			DOWNTOWN-CITY CENTER AREA		INDUSTRIAL		OPEN SPACE			PUBLIC AND QUASI-PUBLIC
			Rural Estate Density	Suburban Density	Low Density	Limited Medium Density	Medium Density	High Density	Retail and Office Commercial	General Commercial	Commercial/High Density Residential	High Density Residential	Retail and Office Commercial	Industrial Corridor	Mixed Industrial	Parks And Recreation	Baylands	Limited Open Space	Public and Quasi-Public
RESIDENTIAL		*(Lot Area/Unit)*																	
RSB40	Single-Family	(40,000)	●	●												⊗			⊗
RSB20		(20,000)		●												⊗			⊗
RSB10		(10,000)		●	●	⊗	⊗									⊗			⊗
RSB8		(8,000)			●	⊗	⊗									⊗			⊗
RSB6		(6,000)			●	⊗	⊗									⊗			⊗
RS		(5,000)			●	⊗	⊗									⊗			⊗
RSB4		(4,000)				●	●	⊗								⊗			⊗
RMB4	Medium Density	(4,000)				●	●	⊗			⊗					⊗			⊗
RMB3.5		(3,500)				●	●	⊗			⊗					⊗			⊗
RM		(2,500)					●	⊗			⊗					⊗			⊗
RH	High Density	(1,250)						●			●	⊗				⊗			⊗
RHB7		(750)						●			●	⊗				⊗			⊗
MHP	Mobile Home Park				⊗	⊗	⊗	⊗								⊗			⊗
RO	Residential Office						⊗	⊗	⊗		⊗	⊗	⊗						
COMMERCIAL																			
CN	Neighborhood Commercial			⊗	⊗	⊗	⊗	⊗	●	●	●					⊗			⊗
CN-R	Neighborhood Commercial/Residential						⊗	⊗	⊗		⊗					⊗			⊗
CO	Commercial Office						⊗	⊗	●	●	●					⊗			⊗
CB	Central Business								●	●	●					⊗			⊗
CG	General Commercial									●	●				⊗	⊗			⊗
CL	Limited Access Commercial								●	●	●					⊗			
CR	Commercial Retail								●	●	●			●	⊗				
CENTRAL CITY																			
CC-C	Central City Commercial											⊗	●			⊗			⊗
CC-P	Central City Plaza											⊗	●			⊗			⊗
CC-R	Central City Residential											●	⊗			⊗			⊗
INDUSTRIAL																			
I	Industrial													●	⊗				
LM	Light Manufacturing													●	⊗				
BP	Business Park													●	⊗				
AIR TERMINAL																			
AT-IP	Industrial Park													●					
AT-C	Commercial								●	●	●								
AT-RM	Medium Density Residential						●												
AT-AC	Aviation Commercial																		●
AT-O	Operations																		●
AT-R	Recreational															●			
OPEN SPACE		*(Parcel Size)*																	
A	Agricultural	1 Acre	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗			⊗	⊗	●	●		●
AB5A		5 Acres														●	●	●	●
AB10A		10 Acres														●	●	●	●
AB100A		100 Acres														●	●	●	●
AB160A		160 Acres														●	●	●	
FP	Flood Plain															●	●		
OS	Open Space		⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	●	●	●	●
OTHER																			
RNP	Residential Natural Preservation		⊗	⊗	⊗														
SD	Special Design		⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗
PD	Planned Development		⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗

● Consistent ⊗ Potentially Consistent ☐ Not Consistent

FOOTNOTES: Decisions on the appropriateness of any "CONSISTENT" zoning district will need to consider the specific situation. Determinations on the consistency of districts listed as "POTENTIALLY CONSISTENT DISTRICTS" must consider compatibility with other uses and overall densities in the area, as well as the particular need to be served.

Appendix E

Vacant and Underutilized Parcels by Planned Land Use

- Appendix E-1: Vacant Residentially-Zoned Parcels by Planned Land Use
- Appendix E-2: Land Zoned to Allow Residential Development that Could be Redeveloped by Planned Land Use
- Appendix E-3: Inventory of Vacant Residentially-Zoned Parcels
- Appendix E-4: Inventory of Land Zoned to Allow Residential Development that Could be Redeveloped
- Appendix E-5: Maps of Vacant and Underutilized Residentially-Zoned Parcels by Neighborhood Planning Area
- Appendix E-6: Housing Potential by Census Tract
- Appendix E-7: Growth Management Change Areas Map (1993)
- Appendix E-8: Industrial Corridor: Existing Land Use by Subareas

Inventory of Vacant Land and Land Zoned to Allow Residential Development that Could be Redeveloped

The inventory of Vacant Land and Land Zoned to Allow Residential Development that Could be Redeveloped consists of two sets of tables and several maps. The first set of tables presents vacant residentially zoned parcels by planned land use. A similar table of Land Zoned to Allow Residential Development that Could be Redeveloped follows. The second set of tables presents the vacant land and then Land Zoned to Allow Residential Development that Could be Redeveloped organized by identification numbers. Maps that illustrate the location of each parcel in the inventory follow the tables. Due to the large number of parcels, and in an effort to clearly identify their location, the parcels are presented in maps of each Neighborhood Planning Area.

Appendix E-1: Vacant Residentially-Zoned Parcels by Planned Land Use

					Housing Potential		
ID #	Neighborhood	Zoning	ACs	Net Acres	Min.	Avg.	Max.
V-45	Mission Garin	RSB20	2.13	1.70	2	5	7
V-46	Mission Garin	RSB20	1.40	1.12	1	3	5
		TOTAL	**3.52**	**2.82**	**3**	**8**	**12**
V-29	Hayward Highlands	RSB10	1.43	1.14	1	3	5
V-30	Hayward Highlands	RSB10	1.33	1.06	1	3	5
V-31	Hayward Highlands	RSB10	1.24	0.99	1	3	4
		TOTAL	**4.00**	**3.20**	**3**	**9**	**14**
V-54	South of Rte. 92/Glen Eden	RSB8	**19.40**	**15.52**	**67**	**78**	**82**
V-32	Hayward Highlands	RSB6	2.12	1.69	7	11	12
V-34	Hayward Highlands	RSB6	1.16	0.92	4	6	6
V-35	Hayward Highlands	RSB6	1.30	1.04	4	7	7
V-52	South of Rte. 92/Glen Eden	RSB6	2.87	2.30	10	15	16
V-53	South of Rte. 92/Glen Eden	RSB6	22.30	17.84	75	116	125
V-63	Upper B	RSB6	0.18	0.14	1	1	1
		TOTAL	**29.92**	**23.94**	**101**	**156**	**168**
V-20	Harder Tennyson	RS	1.32	1.06	5	7	9
V-21	Harder Tennyson	RS	0.98	0.78	3	5	7
V-22	Harder Tennyson	RS	0.21	0.17	1	1	1
V-23	Hayward Highlands	RS	1.01	0.80	3	5	7
V-24	Hayward Highlands	RS	2.37	1.89	8	12	16
V-25	Hayward Highlands	RS	1.94	1.55	7	10	13
V-26	Hayward Highlands	RS	2.57	2.05	9	13	18
V-27	Hayward Highlands	RS	2.29	1.83	8	12	16
V-28	Hayward Highlands	RS	2.23	1.78	8	12	15
V-37	Longwood Winton Grove	RS	0.19	0.15	1	1	1
V-48	Mt. Eden	RS	1.94	1.55	7	10	13
V-49	Mt. Eden	RS	0.16	0.13	1	1	1
V-51	South of Rte. 92/Glen Eden	RS	39.80	31.84	137	207	277
V-58	Tennyson/Alquire	RS	1.12	0.90	4	6	8
V-59	Tennyson/Alquire	RS	1.20	0.96	4	6	8

					Housing Potential		
ID #	Neighborhood	Zoning	ACs	Net Acres	Min.	Avg.	Max.
V-61	Upper B	RS	2.68	2.15	9	14	19
V-62	Upper B	RS	0.53	0.42	2	3	4
		TOTAL	**62.53**	**50.02**	**215**	**325**	**435**
V-41	Mission Garin	RMB3.5 SD5	**5.53**	**4.43**	**13**	**13**	**13**
V-42	Mission Garin	RMB4 SD5	5.54	4.44	27	27	27
V-43	Mission Garin	RMB4 SD5	3.24	2.59	27	27	27
V-44	Mission Garin	RMB4 SD5	13.20	10.56	115	115	115
		TOTAL	**21.98**	**17.59**	**169**	**169**	**169**
V-36	Jackson Triangle	RM	1.64	1.31	11	17	23
V-50	North Hayward	RM	1.02	0.82	7	11	14
V-47	Mission Garin	RM SD5	15.43	12.35	115	115	115
		TOTAL	**18.09**	**14.47**	**133**	**143**	**152**
V-38	Mission Garin	CN	1.92	1.53	13	20	27
V-39	Mission Garin	CN	1.38	1.11	10	15	19
V-40	Mission Garin	CN	1.50	1.20	10	16	21
V-60	Upper B	CN	1.57	1.26	11	16	22
		TOTAL	**6.37**	**5.10**	**44**	**67**	**89**
V-33	Hayward Highlands	RH	**1.70**	**1.36**	**24**	**35**	**47**
V-2	Downtown	CC-R - PD	0.08	0.06	2	2	2
V-3	Downtown	CC-R - PD	0.06	0.05	1	1	1
V-4	Downtown	CC-R - PD	0.25	0.20	6	6	6
V-5	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-6	Downtown	CC-R - PD	0.09	0.07	2	2	2
V-7	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-8	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-9	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-10	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-11	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-12	Downtown	CC-R - PD	0.25	0.20	6	6	6
V-13	Downtown	CC-R - PD	0.08	0.06	2	2	2
V-14	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-15	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-16	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-17	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-18	Downtown	CC-R - PD	0.10	0.08	2	2	2
		TOTAL	**1.89**	**1.52**	**45**	**45**	**45**
V-19	Harder Tennyson	PD	0.94	0.75	23	23	23
V-55	Tennyson Alquire	PD	1.22	0.98	29	29	29
V-56	Tennyson Alquire	PD	9.42	7.53	72	72	72
V-57	Tennyson Alquire	PD	2.42	1.94	0	0	0
		TOTAL	**14.01**	**11.20**	**124**	**124**	**124**
V-1	Downtown	CC-C	**1.92**	**1.54**	**46**	**73**	**100**

Appendix E-2: Land Zoned to Allow Residential Development that Could be Redeveloped by Planned Land Use [1]

ID#	Neighborhood	Zoning	ACs	Net Acres	Housing Potential		
					Min.	Avg.	Max.
U-57	Mission Garin	RSB20	6.66	5.33	5	14	23
U-58	Mission Garin	RSB20	1.14	0.91	1	2	4
		TOTAL	**7.80**	**6.24**	**6**	**17**	**27**
U-46	Hayward Highland	RSB10	1.47	1.17	1	3	5
U-47	Hayward Highland	RSB10	1.50	1.20	1	3	5
U-48	Hayward Highland	RSB10	1.53	1.22	1	3	5
U-56	Mission Garin	RSB10	2.34	1.87	2	5	8
		TOTAL	**6.83**	**5.47**	**5**	**15**	24
U-35	Harder Tennyson	RSB6	2.84	2.28	10	15	16
U-49	Hayward Highland	RSB6	1.00	0.80	3	5	6
U-65	Upper B	RSB6	4.98	3.98	17	26	28
U-66	Upper B	RSB6	1.11	0.89	4	6	6
U-67	Upper B	RSB6	1.07	0.86	4	6	6
U-68	Upper B	RSB6	1.32	1.05	4	7	7
		TOTAL	**12.32**	**9.86**	**41**	**64**	**69**
U-60	Mt. Eden	RSB4	**1.74**	**1.39**	**12**	**14**	**17**
U-34	Harder Tennyson	RS	1.06	0.85	4	5	7
U-36	Hayward Highland	RS	1.58	1.26	5	8	11
U-37	Hayward Highland	RS	1.33	1.06	5	7	9
U-38	Hayward Highland	RS	1.19	0.95	4	6	8
U-39	Hayward Highland	RS	1.18	0.94	4	6	8
U-40	Hayward Highland	RS	1.54	1.23	5	8	11
U-41	Hayward Highland	RS	2.12	1.69	7	11	15
U-42	Hayward Highland	RS	1.77	1.41	6	9	12
U-43	Hayward Highland	RS	1.36	1.09	5	7	9
U-44	Hayward Highland	RS	1.13	0.90	4	6	8
U-45	Hayward Highland	RS	1.20	0.96	4	6	8
U-55	Mission Garin	RS	1.46	1.17	5	8	10
U-59	Mt. Eden	RS	1.79	1.44	6	9	12
U-62	Southgate	RS	1.37	1.10	5	7	10
U-63	Upper B	RS	1.87	1.50	6	10	13
U-64	Upper B	RS	1.07	0.85	4	6	7
		TOTAL	**23.01**	**18.41**	**79**	**120**	**160**
U-53	Longwood Winton Grove	RMB3.5	**1.17**	**0.94**	**4**	**6**	**8**
U-1	Burbank - Cannery	RM SD4	2.44	1.95		24	24
U-14	Burbank - Cannery	RM SD4	1.60	1.28	12	15	19
		TOTAL	**4.04**	**3.23**	**12**	**39**	**43**
U-51	Jackson Triangle	RM	**1.77**	**1.42**	**12**	**19**	**25**

---

[1] "Land Zoned to Allow Residential Development that Could be Redeveloped" is defined as parcels for which the assessed value of the land is greater than the assessed value of the improvements on that land.

					Housing Potential		
ID#	Neighborhood	Zoning	ACs	Net Acres	Min.	Avg.	Max.
U-31	Fairway Park	CN - PD	0.48	0.38	3	5	18
U-32	Fairway Park	CN - PD	0.56	0.45	4	6	18
U-33	Fairway Park	CN - PD	1.72	1.37	12	18	19
		TOTAL	**2.76**	**2.21**	**19**	**29**	**54**
U-2	Burbank - Cannery	RH SD4	2.80	2.24	▨	56	68
U-3	Burbank - Cannery	RH SD4	2.31	1.85	36	46	46
U-4	Burbank - Cannery	RH SD4	2.25	1.80	▨	45	54
U-5	Burbank - Cannery	RH SD4	2.31	1.85	36	46	46
U-6	Burbank - Cannery	RH SD4	1.61	1.29	▨	32	39
U-7	Burbank - Cannery	RH SD4	2.98	2.38	48	60	60
U-8	Burbank - Cannery	RH SD4	2.61	2.09	42	52	52
U-9	Burbank - Cannery	RH SD4	2.98	2.38	48	60	60
U-10	Burbank - Cannery	RH SD4	2.14	1.71	34	42	42
U-11	Burbank - Cannery	RH SD4	2.98	2.38	48	60	60
U-12	Burbank - Cannery	RH SD4	1.90	1.52	30	38	38
U-13	Burbank - Cannery	RH SD4	3.69	2.95	60	72	72
U-15	Burbank - Cannery	RH SD4	1.45	1.16	12	14	17
U-16	Burbank - Cannery	RH SD4	2.43	1.94	39	39	39
U-61	Santa Clara - Cannery	RH SD4	6.90	5.52	110	138	138
		TOTAL	**41.33**	**33.06**	**543**	**800**	**831**
U-18	Downtown	RH	0.32	0.26	4	7	9
U-19	Downtown	RH	0.14	0.11	2	3	4
U-20	Downtown	RH	0.13	0.10	2	3	4
U-21	Downtown	RH	0.16	0.13	2	3	4
U-22	Downtown	RH	0.10	0.08	1	2	3
U-23	Downtown	RH	0.10	0.08	1	2	3
U-24	Downtown	RH	0.11	0.09	2	2	3
U-25	Downtown	RH	0.10	0.08	1	2	3
U-26	Downtown	RH	0.10	0.08	1	2	3
U-27	Downtown	RH	0.10	0.08	1	2	3
U-28	Downtown	RH	0.09	0.07	1	2	3
U-29	Downtown	RH	0.08	0.07	1	2	2
U-50	Hayward Higlands	RH	1.23	0.98	17	26	34
U-52	Longwood Winton Grove	RH	1.13	0.91	16	24	32
U-54	Mission Garin	RH	1.53	1.22	21	32	43
		TOTAL	**5.43**	**4.34**	**76**	**113**	**151**
U-17	Downtown	CC-C	1.2	0.96	17	25	33
U-30	Downtown - Cannery	CC-R	2.93	2.34	46	46	46
		TOTAL	**4.13**	**3.30**	**63**	**71**	**79**

Appendix E-3 Inventory of Vacant Residentially-Zoned Parcels

					Housing Potential		
ID #	Neighborhood	Zoning	ACs	Net Acres	Min.	Avg.	Max.
V-1	Downtown	CC-C	1.92	1.54	46	73	100
V-2	Downtown	CC-R - PD	0.08	0.06	2	2	2
V-3	Downtown	CC-R - PD	0.06	0.05	1	1	1
V-4	Downtown	CC-R - PD	0.25	0.20	6	6	6
V-5	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-6	Downtown	CC-R - PD	0.09	0.07	2	2	2
V-7	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-8	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-9	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-10	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-11	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-12	Downtown	CC-R - PD	0.25	0.20	6	6	6
V-13	Downtown	CC-R - PD	0.08	0.06	2	2	2
V-14	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-15	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-16	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-17	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-18	Downtown	CC-R - PD	0.10	0.08	2	2	2
V-19	Harder Tennyson	PD	0.94	0.75	23	23	23
V-20	Harder Tennyson	RS	1.32	1.06	5	7	9
V-21	Harder Tennyson	RS	0.98	0.78	3	5	7
V-22	Harder Tennyson	RS	0.21	0.17	1	1	1
V-23	Hayward Highlands	RS	1.01	0.80	3	5	7
V-24	Hayward Highlands	RS	2.37	1.89	8	12	16
V-25	Hayward Highlands	RS	1.94	1.55	7	10	13
V-26	Hayward Highlands	RS	2.57	2.05	9	13	18
V-27	Hayward Highlands	RS	2.29	1.83	8	12	16
V-28	Hayward Highlands	RS	2.23	1.78	8	12	15
V-29	Hayward Highlands	RSB10	1.43	1.14	1	3	5
V-30	Hayward Highlands	RSB10	1.33	1.06	1	3	5
V-31	Hayward Highlands	RSB10	1.24	0.99	1	3	4
V-32	Hayward Highlands	RSB6	2.12	1.69	7	11	12
V-33	Hayward Highlands	RH	1.70	1.36	24	35	47
V-34	Hayward Highlands	RSB6	1.16	0.92	4	6	6
V-35	Hayward Highlands	RSB6	1.30	1.04	4	7	7
V-36	Jackson Triangle	RM	1.64	1.31	11	17	23
V-37	Longwood Winton Grove	RS	0.19	0.15	1	1	1
V-38	Mission Garin	CN	1.92	1.53	13	20	27
V-39	Mission Garin	CN	1.38	1.11	10	15	19
V-40	Mission Garin	CN	1.50	1.20	10	16	21
V-41	Mission Garin	RMB3.5 SD5	5.53	4.43	13	13	13
V-42	Mission Garin	RMB4 SD5	5.54	4.44	27	27	27
V-43	Mission Garin	RMB4 SD5	3.24	2.59	27	27	27
V-44	Mission Garin	RMB4 SD5	13.20	10.56	115	115	115
V-45	Mission Garin	RSB20	2.13	1.70	2	5	7
V-46	Mission Garin	RSB20	1.40	1.12	1	3	5

ID #	Neighborhood	Zoning	ACs	Net Acres	Housing Potential Min.	Avg.	Max.
V-47	Mission Garnin	RM SD5	15.43	12.35	115	115	115
V-48	Mt. Eden	RS	1.94	1.55	7	10	13
V-49	Mt. Eden	RS	0.16	0.13	1	1	1
V-50	North Hayward	RM	1.02	0.82	7	11	14
V-51	South of Rte. 92/Glen Eden	RS	39.80	31.84	137	207	277
V-52	South of Rte. 92/Glen Eden	RSB6	2.87	2.30	10	15	16
V-53	South of Rte. 92/Glen Eden	RSB6	22.30	17.84	75	116	125
V-54	South of Rte. 92/Glen Eden	RSB8	19.40	15.52	67	78	82
V-55	Tennyson Alquire	PD	1.22	0.98	29	29	29
V-56	Tennyson Alquire	PD	9.42	7.53	72	72	72
V-57	Tennyson Alquire	PD	2.42	1.94	0	0	0
V-58	Tennyson/Alquire	RS	1.12	0.90	4	6	8
V-59	Tennyson/Alquire	RS	1.20	0.96	4	6	8
V-60	Upper B	CN	1.57	1.26	11	16	22
V-61	Upper B	RS	2.68	2.15	9	14	19
V-62	Upper B	RS	0.53	0.42	2	3	4
V-63	Upper B	RSB6	0.18	0.14	1	1	1

Appendix E-4 Inventory of Land Zoned to Allow Residential Development that Could be Redeveloped

ID #	Neighborhood	Zoning	ACs	Net Acres	Housing Potential Min.	Avg.	Max.
U-1	Burbank – Cannery	RM SD4	2.44	1.95		24	24
U-2	Burbank – Cannery	RH SD4	2.80	2.24		56	68
U-3	Burbank – Cannery	RH SD4	2.31	1.85	36	46	46
U-4	Burbank – Cannery	RH SD4	2.25	1.80		45	54
U-5	Burbank – Cannery	RH SD4	2.31	1.85	36	46	46
U-6	Burbank - Cannery	RH SD4	1.61	1.29		32	39
U-7	Burbank - Cannery	RH SD4	2.98	2.38	48	60	60
U-8	Burbank - Cannery	RH SD4	2.61	2.09	42	52	52
U-9	Burbank - Cannery	RH SD4	2.98	2.38	48	60	60
U-10	Burbank - Cannery	RH SD4	2.14	1.71	34	42	42
U-11	Burbank - Cannery	RH SD4	2.98	2.38	48	60	60
U-12	Burbank - Cannery	RH SD4	1.90	1.52	30	38	38
U-13	Burbank - Cannery	RH SD4	3.69	2.95	60	72	72
U-14	Burbank - Cannery	RM SD4	1.60	1.28	12	15	19
U-15	Burbank - Cannery	RH SD4	1.45	1.16	12	14	17
U-16	Burbank - Cannery	RH SD4	2.43	1.94	39	39	39
U-17	Downtown	CC-C	1.2	0.96	17	25	33
U-18	Downtown	RH	0.32	0.26	4	7	9
U-19	Downtown	RH	0.14	0.11	2	3	4
U-20	Downtown	RH	0.13	0.10	2	3	4
U-21	Downtown	RH	0.16	0.13	2	3	4
U-22	Downtown	RH	0.10	0.08	1	2	3
U-23	Downtown	RH	0.10	0.08	1	2	3
U-24	Downtown	RH	0.11	0.09	2	2	3
U-25	Downtown	RH	0.10	0.08	1	2	3
U-26	Downtown	RH	0.10	0.08	1	2	3
U-27	Downtown	RH	0.10	0.08	1	2	3

Appendix E-5

Maps of Vacant and Underutilized Residentially-Zoned Parcels by Neighborhood Planning Area

- Burbank
- Downtown
- Fairway Park
- Glen Eden
- Harder Tennyson
- Hayward Highlands
- Jackson Triangle
- Longwood Winton Grove
- Mission Foothill
- Mission Garin
- Mt. Eden
- North Hayward
- Santa Clara
- Southgate
- Tennyson-Alquire
- Upper B Street
- Whitman Mocine

MAP LEGEND

● Vacant Parcel

◆ Underutilized Parcel

ZONING LEGEND

Residential

RSB40 (Single Family Residential/Minimum Lot Size-40,000 Sq. Ft.)
RSB20 (Single Family Residential/Minimum Lot Size-20,000 Sq. Ft.)
RSB10 (Single Family Residential/Minimum Lot Size-10,000 Sq. Ft.)
RSB8 (Single Family Residential/Minimum Lot Size-8,000 Sq. Ft.)
RSB6 (Single Family Residential/Minimum Lot Size-6,000 Sq. Ft.)
RS (Single Family Residential/Minimum Lot Size-5,000 Sq. Ft.)
RSB4 (Single Family Residential/Minimum Lot Size-4,000 Sq. Ft.)
RMB4 (Medium Density Residential/Minimum Lot Area-4,000 Sq. Ft.)
RMB3.5 (Medium Density Residential/Minimum Lot Area-3,500 Sq. Ft.)
RM (Medium Density Residential/Minimum Lot Area-2,500 Sq. Ft.)
RH (High Density Residential/Minimum Lot Area-1,250 Sq. Ft.)
RHB7 (High Density Residential/Minimum Lot Area-750 Sq. Ft.)
MH (Mobile Home Park)

Commercial

RO (Residential Office)
CN (Neighborhood Commercial)
CN-R (Neighborhood Commercial/Residential)
CR (Commercial/Retail)
CO (Commercial Office)
CB (Central Business)
CBB20 (Central Business/Minimum Lot Size-20,000 Sq. Ft.)
CG (General Commercial)
CL (Limited Access Commercial)

Central City

CC-C (Central City Commercial)
CC-R (Central City Residential)
CC-P (Center City Plaza)

Industrial

I (Industrial)
LM (Light Manufacturing)
BP (Business Park)

Air Terminal

AT-IP (Air Terminal-Industrial Park)
AT-C (Air Terminal-Commercial)
AT-RM (Air Terminal-Medium Density Residential)
AT-AC (Air Terminal-Airport Commercial)
AT-O (Air Terminal-Operations)
AT-R (Air Terminal-Recreation)

Open Space

A (Agriculture)
FP (Flood Plain)
OS (Open Space)

Other

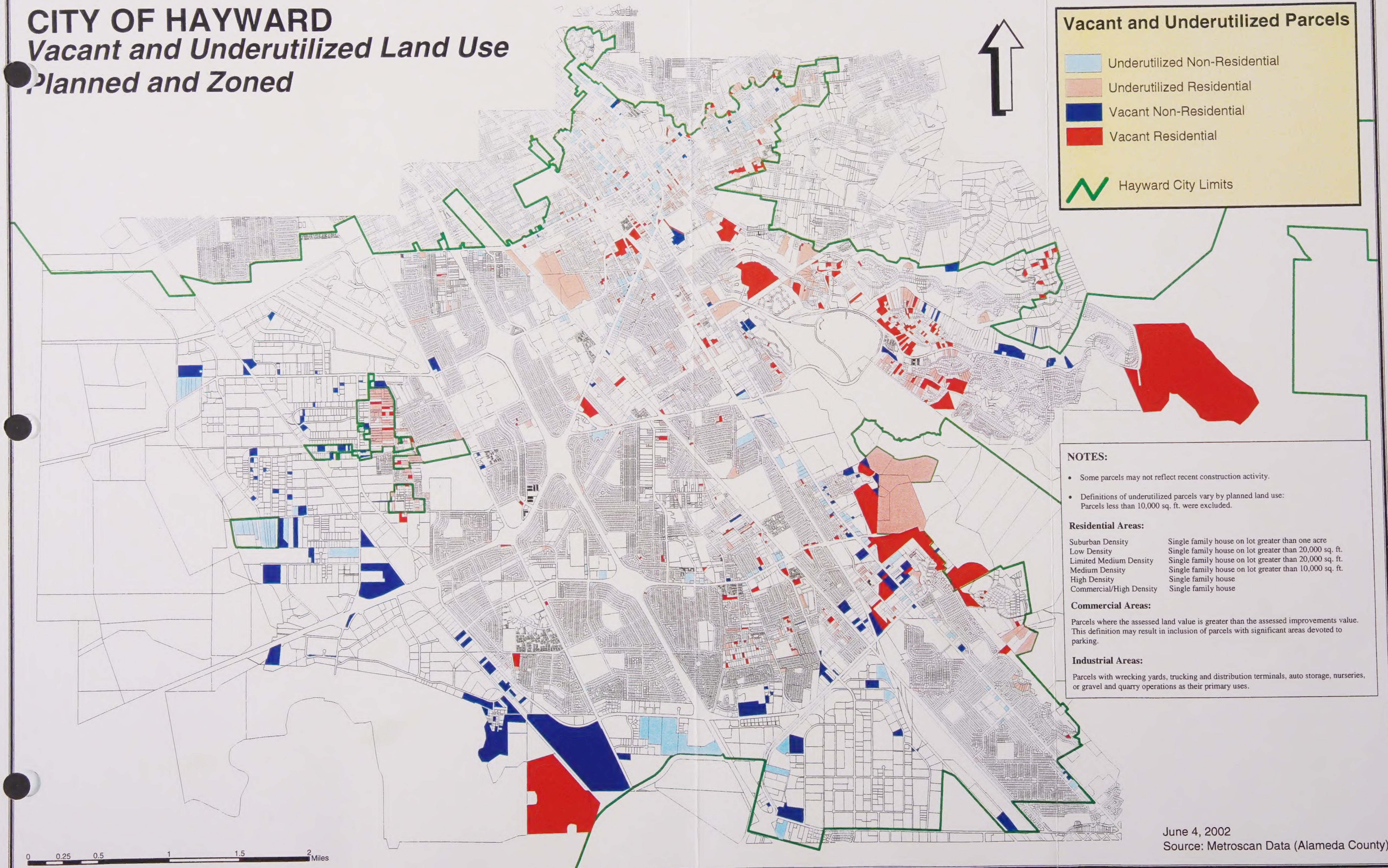
PF (Public Facilities)
PD (Planned Development)
RNP (Residential Natural Preserve)
County

Special Design District Overlays

Special Design 1
Special Design 2
Special Design 3

					Housing Potential		
ID #	Neighborhood	Zoning	ACs	Net Acres	Min.	Avg.	Max.
U-28	Downtown	RH	0.09	0.07	1	2	3
U-29	Downtown	RH	0.08	0.07	1	2	2
U-30	Downtown - Cannery	CC-R	2.93	2.34	46	46	46
U-31	Fairway Park	CN - PD	0.48	0.38	3	5	18
U-32	Fairway Park	CN - PD	0.56	0.45	4	6	18
U-33	Fairway Park	CN - PD	1.72	1.37	12	18	19
U-34	Harder Tennyson	RS	1.06	0.85	4	5	7
U-35	Harder Tennyson	RSB6	2.84	2.28	10	15	16
U-36	Hayward Highland	RS	1.58	1.26	5	8	11
U-37	Hayward Highland	RS	1.33	1.06	5	7	9
U-38	Hayward Highland	RS	1.19	0.95	4	6	8
U-39	Hayward Highland	RS	1.18	0.94	4	6	8
U-40	Hayward Highland	RS	1.54	1.23	5	8	11
U-41	Hayward Highland	RS	2.12	1.69	7	11	15
U-42	Hayward Highland	RS	1.77	1.41	6	9	12
U-43	Hayward Highland	RS	1.36	1.09	5	7	9
U-44	Hayward Highland	RS	1.13	0.90	4	6	8
U-45	Hayward Highland	RS	1.20	0.96	4	6	8
U-46	Hayward Highland	RSB10	1.47	1.17	1	3	5
U-47	Hayward Highland	RSB10	1.50	1.20	1	3	5
U-48	Hayward Highland	RSB10	1.53	1.22	1	3	5
U-49	Hayward Highland	RSB6	1.00	0.80	3	5	6
U-50	Hayward Higlands	RH	1.23	0.98	17	26	34
U-51	Jackson Triangle	RM	1.77	1.42	12	19	25
U-52	Longwood Winton Grove	RH	1.13	0.91	16	24	32
U-53	Longwood Winton Grove	RMB3.5	1.17	0.94	4	6	8
U-54	Mission Garin	RH	1.53	1.22	21	32	43
U-55	Mission Garin	RS	1.46	1.17	5	8	10
U-56	Mission Garin	RSB10	2.34	1.87	2	5	8
U-57	Mission Garin	RSB20	6.66	5.33	5	14	23
U-58	Mission Garin	RSB20	1.14	0.91	1	2	4
U-59	Mt. Eden	RS	1.79	1.44	6	9	12
U-60	Mt. Eden	RSB4	1.74	1.39	12	14	17
U-61	Santa Clara - Cannery	RH SD4	6.90	5.52	110	138	138
U-62	Southgate	RS	1.37	1.10	5	7	10
U-63	Upper B	RS	1.87	1.50	6	10	13
U-64	Upper B	RS	1.07	0.85	4	6	7
U-65	Upper B	RSB6	4.98	3.98	17	26	28
U-66	Upper B	RSB6	1.11	0.89	4	6	6
U-67	Upper B	RSB6	1.07	0.86	4	6	6
U-68	Upper B	RSB6	1.32	1.05	4	7	7

CITY OF HAYWARD
Vacant and Underutilized Land Use Planned and Zoned



Vacant and Underutilized Parcels

- ▨ Underutilized Non-Residential
- ▨ Underutilized Residential
- ■ Vacant Non-Residential
- 🟥 Vacant Residential
- 🟩 Hayward City Limits

NOTES:

- Some parcels may not reflect recent construction activity.
- Definitions of underutilized parcels vary by planned land use: Parcels less than 10,000 sq. ft. were excluded.

Residential Areas:

Suburban Density	Single family house on lot greater than one acre
Low Density	Single family house on lot greater than 20,000 sq. ft.
Limited Medium Density	Single family house on lot greater than 20,000 sq. ft.
Medium Density	Single family house on lot greater than 10,000 sq. ft.
High Density	Single family house
Commercial/High Density	Single family house

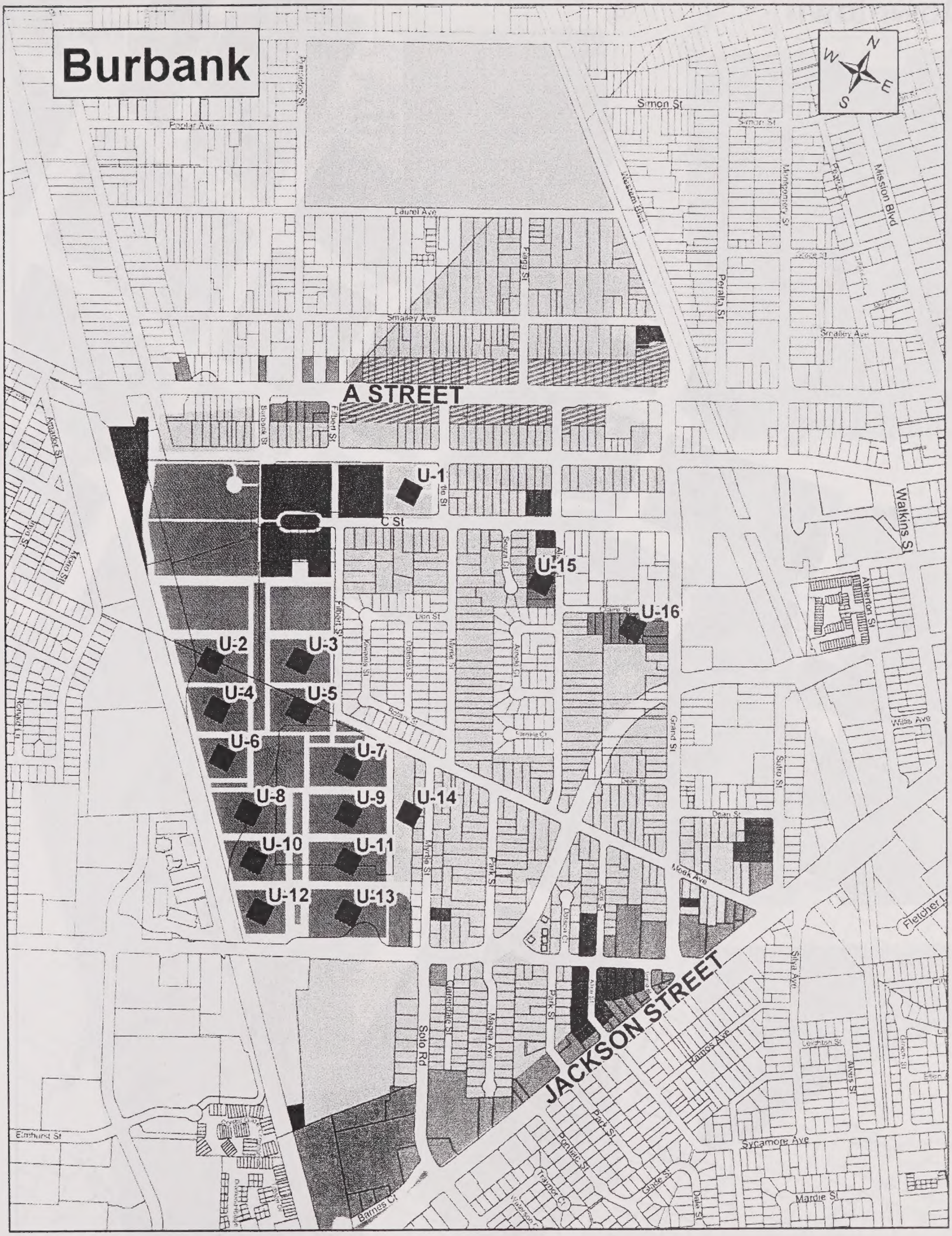
Commercial Areas:

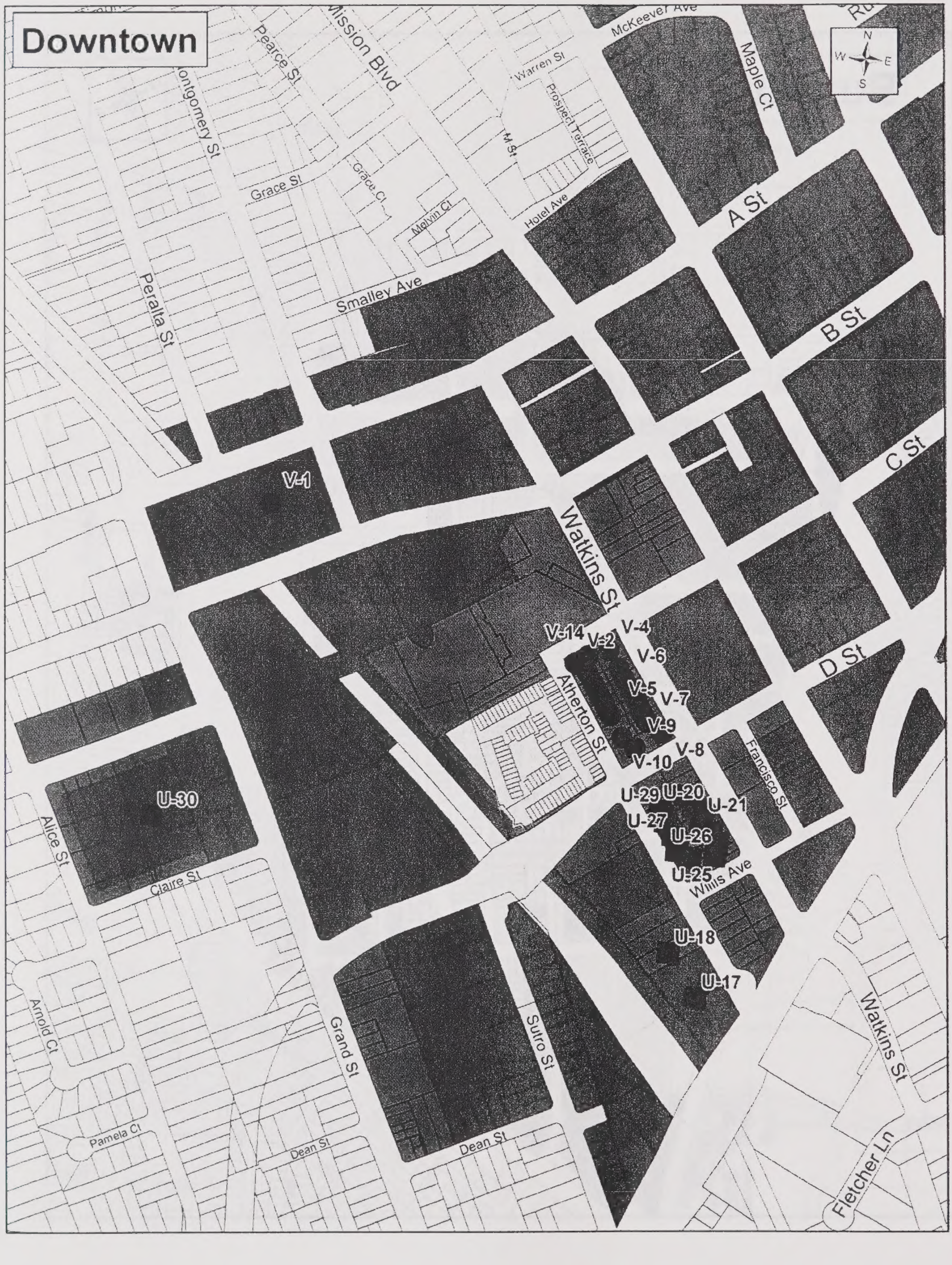
Parcels where the assessed land value is greater than the assessed improvements value. This definition may result in inclusion of parcels with significant areas devoted to parking.

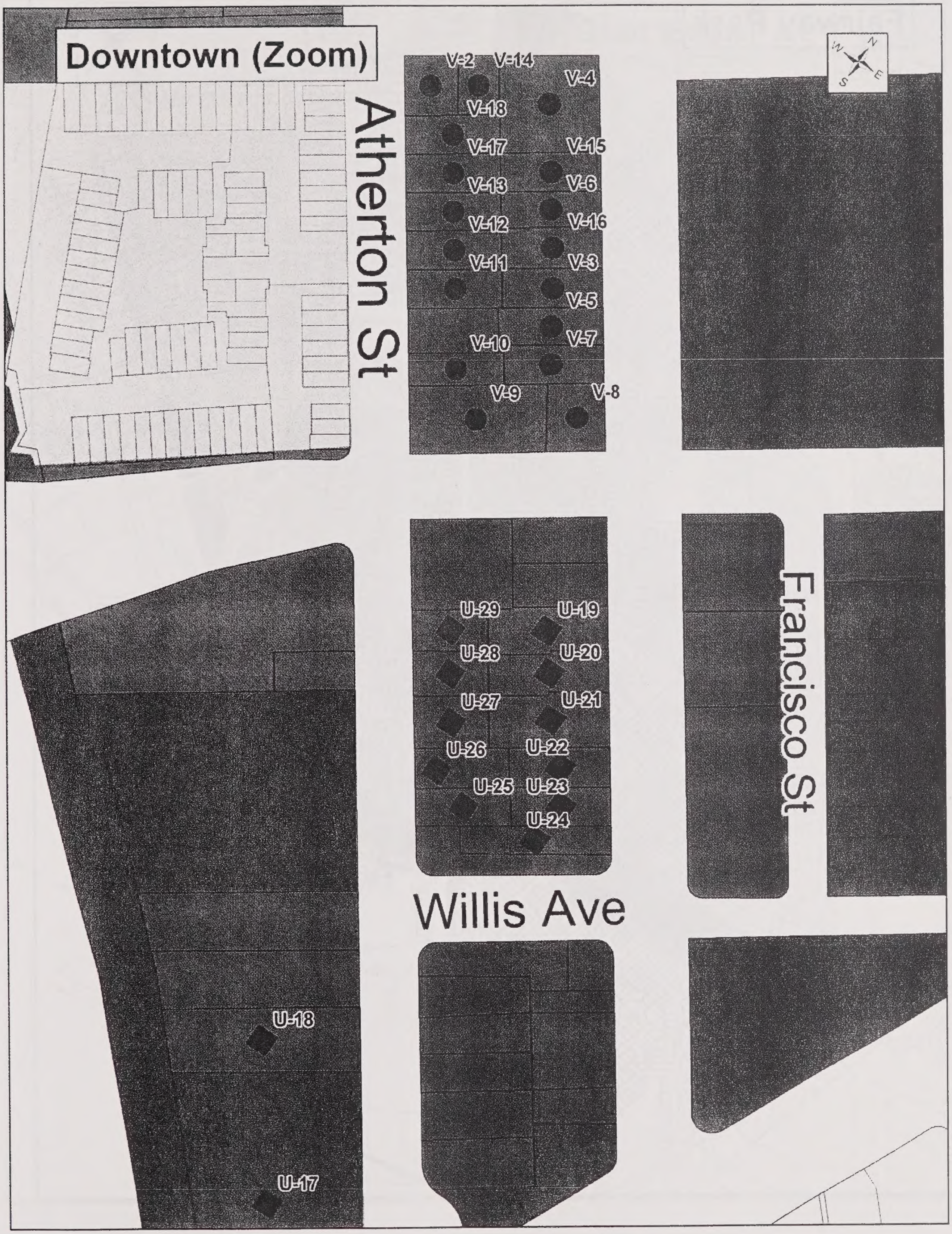
Industrial Areas:

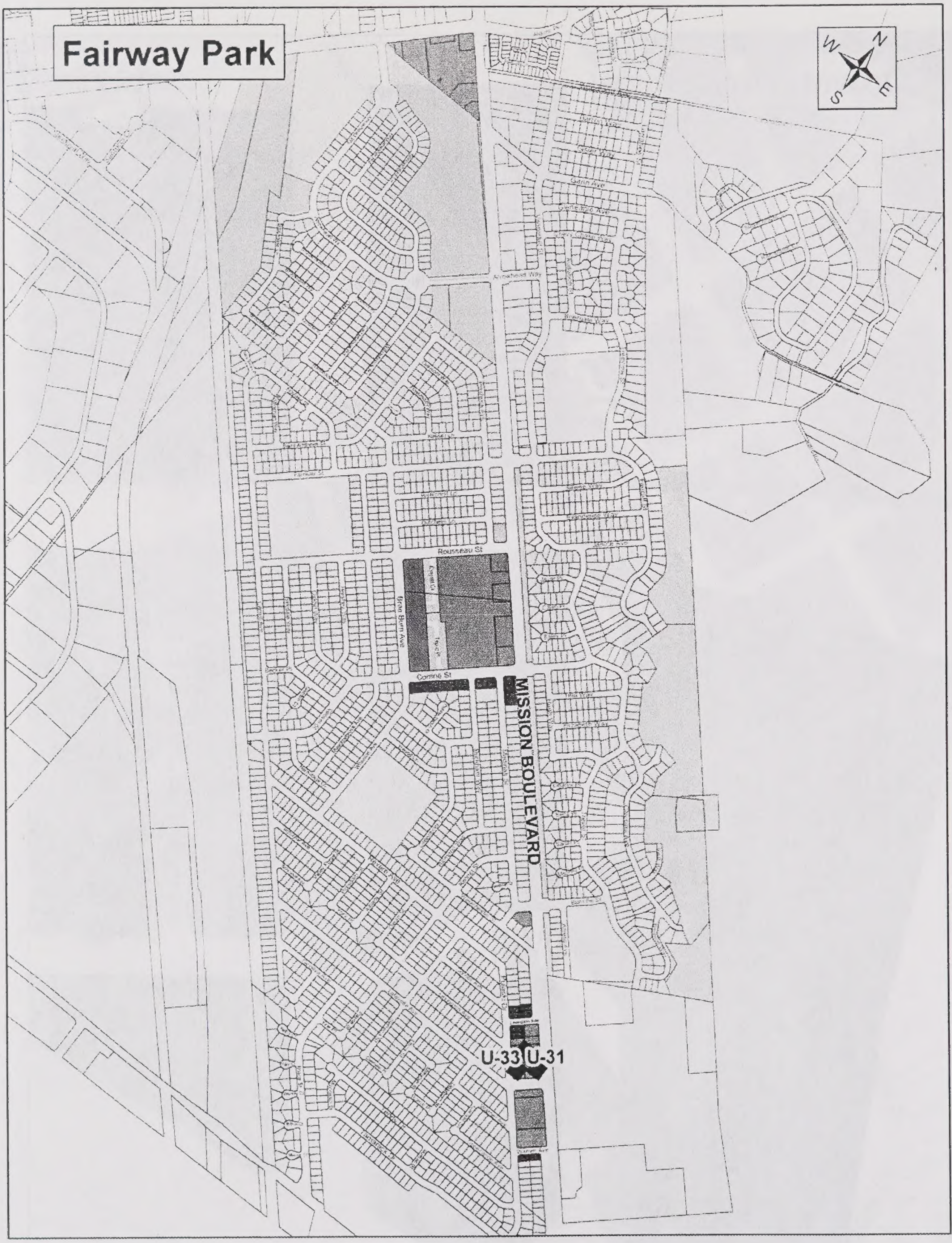
Parcels with wrecking yards, trucking and distribution terminals, auto storage, nurseries, or gravel and quarry operations as their primary uses.

June 4, 2002
Source: Metroscan Data (Alameda County)

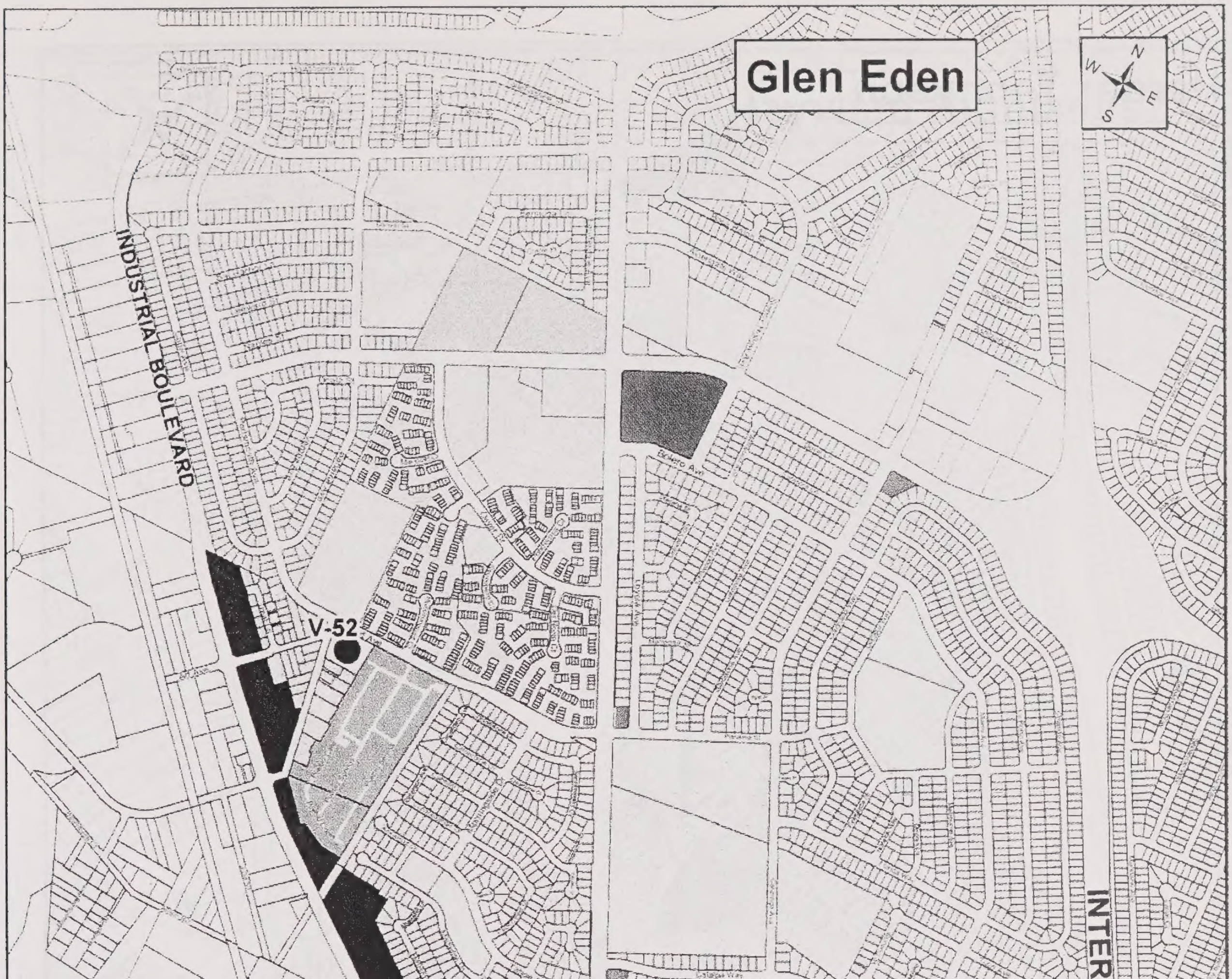

Burbank
N
W
E
S
Simon St
Poplar Ave
Laurel Ave
Smalley Ave
Mission Blvd
Peralta St
A STREET
Burbank St
Filbert St
U-1
C St
Walkins St
U-15
U-16
U-2
U-3
U-4
U-5
U-6
U-7
U-8
U-9
U-14
U-10
U-11
U-12
U-13
Atherton St
Lion St
Grand St
Sutro St
Willis Ave
Dean St
Meek Ave
Myrtle St
Park St
Fletcher L
Soto Rd
Magnolia Ave
Silva Ave
JACKSON STREET
Leighton St
Alves St
Sycamore Ave
Elmhurst St
Barnes Ct
Mardie St
Dale St

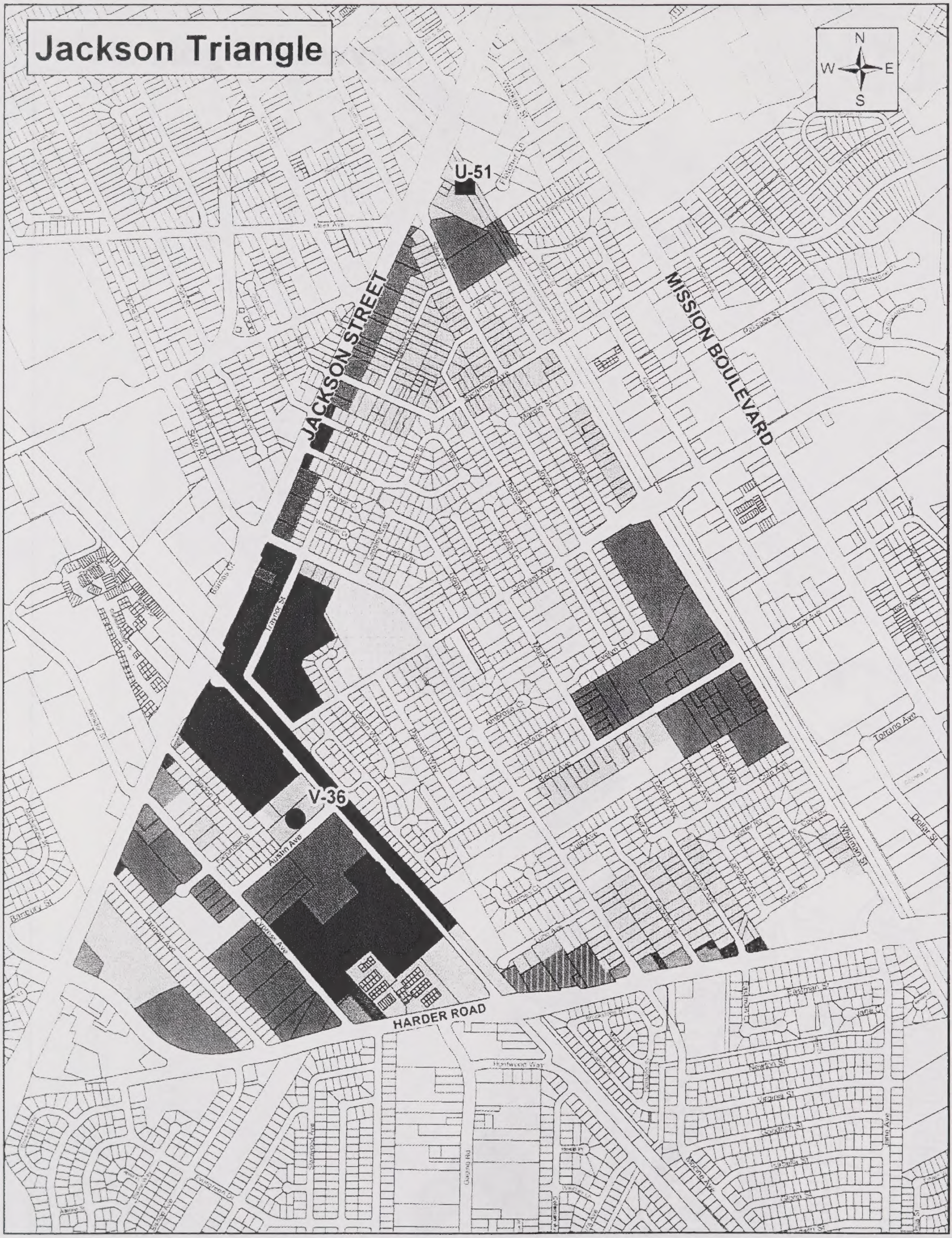

Downtown
N
W
E
S
Mission Blvd
Pearce St
Montgomery St
McKeever Ave
Maple Ct
Warren St
Prospect Terrace
M St
Grace St
Grace Ct
Melvin Ct
Hotel Ave
A St
Smalley Ave
Peralta St
B St
C St
Watkins St
V-1
V-14
V-2
V-4
V-6
V-5
V-7
V-9
V-8
V-10
D St
Atherton St
Francisco St
U-29
U-20
U-21
U-27
U-26
U-25
Willis Ave
U-18
U-17
U-30
Alice St
Claire St
Arnold Ct
Grand St
Sutro St
Watkins St
Pamela Ct
Dean St
Dean St
Fletcher Ln

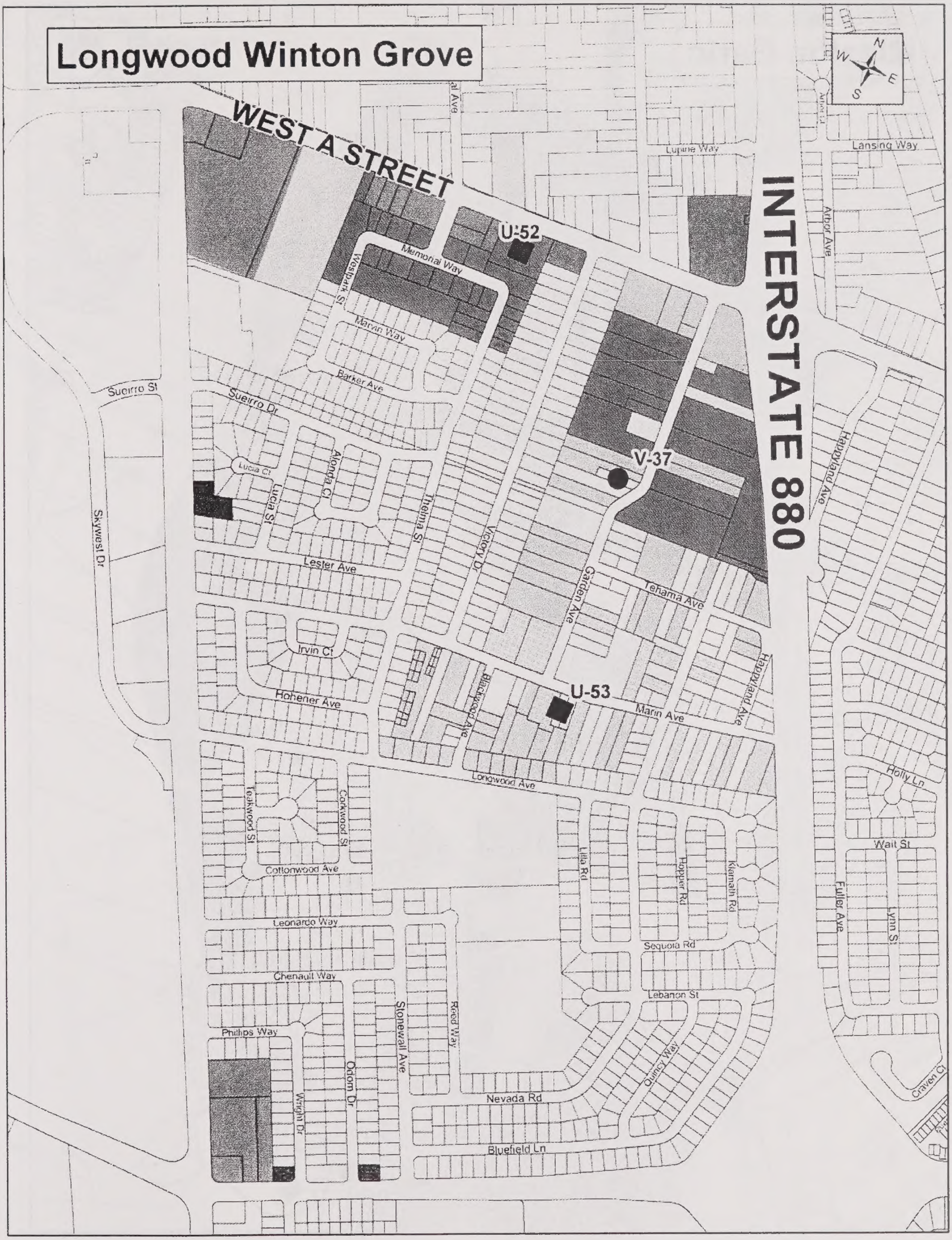

Downtown (Zoom)
Atherton St
Francisco St
Willis Ave
N
E
S
W
V-2
V-14
V-4
V-18
V-17
V-15
V-13
V-6
V-12
V-16
V-11
V-3
V-5
V-10
V-7
V-9
V-8
U-29
U-19
U-28
U-20
U-27
U-21
U-26
U-22
U-25
U-23
U-24
U-18
U-17


Fairway Park
N
E
S
W
Arrowhead Way
Rousseau St
Bree Burn Ave
Corrine St
MISSION BOULEVARD
U-33
U-31

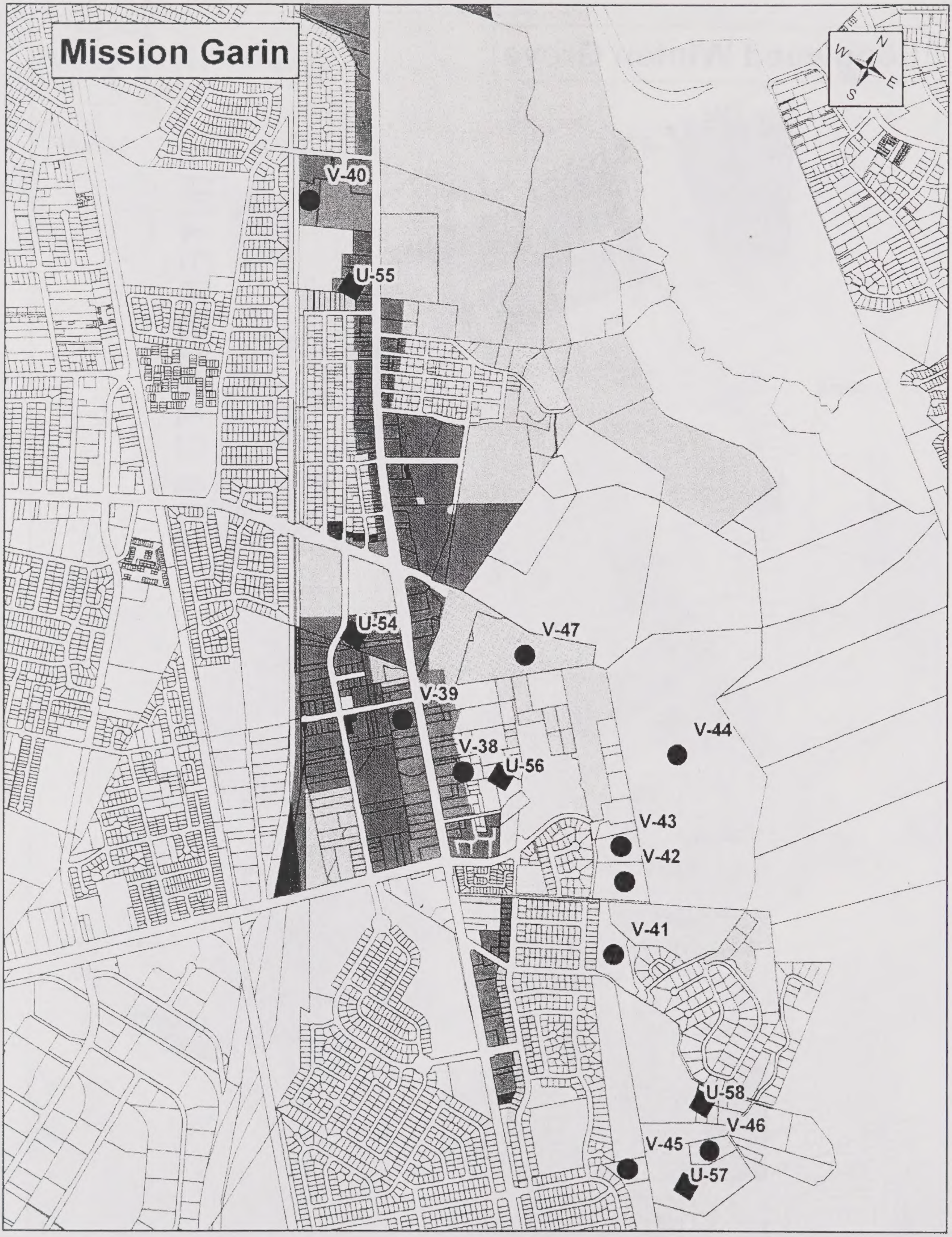
E5


Glen Eden
N
W
E
S
INDUSTRIAL BOULEVARD
V-52
South of Route 92
V-51, V-53 and V-54
INTERSTATE 880
INDUSTRIAL PARKWAY WEST

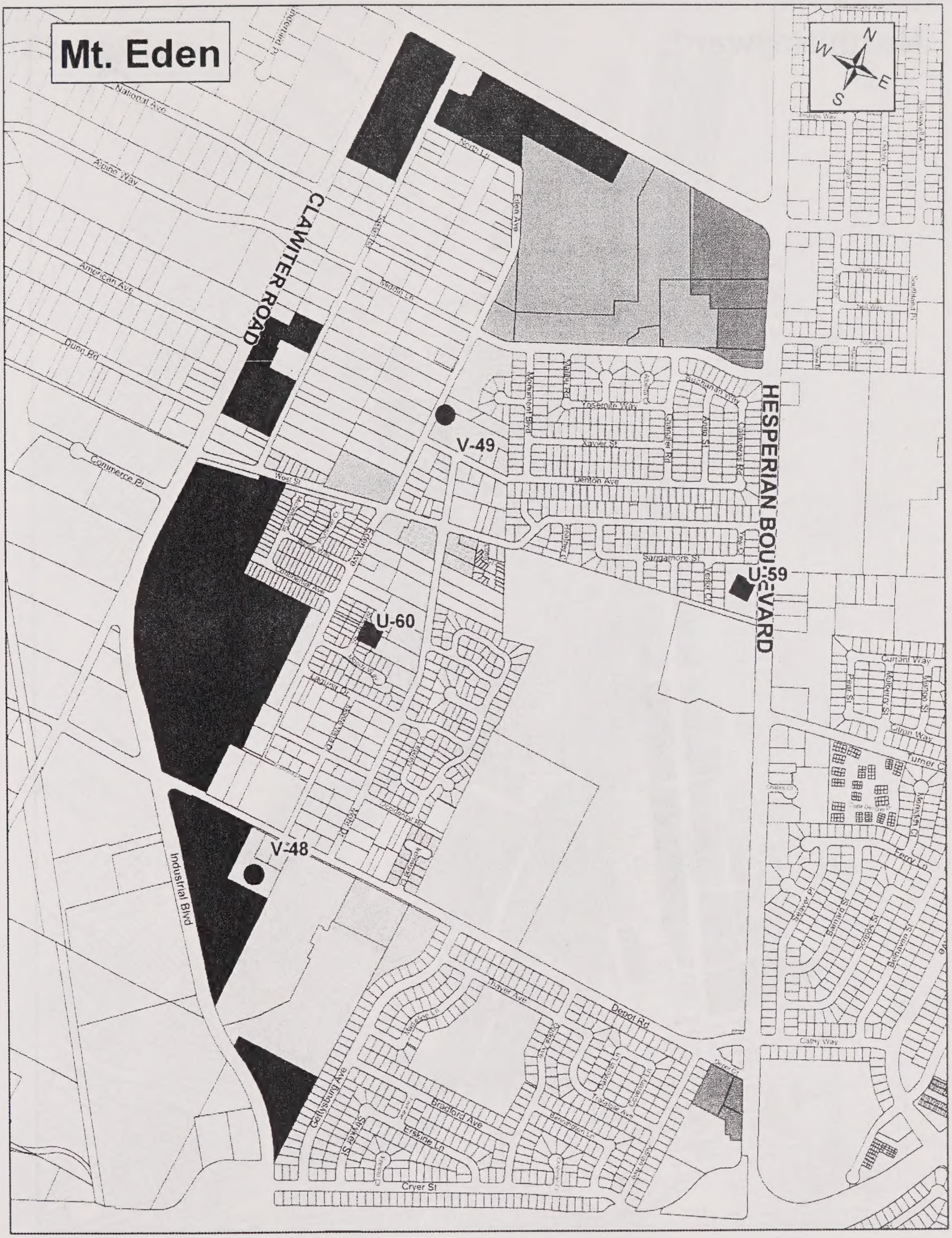

Jackson Triangle
N
W
E
S
U-51
JACKSON STREET
MISSION BOULEVARD
V-36
HARDER ROAD

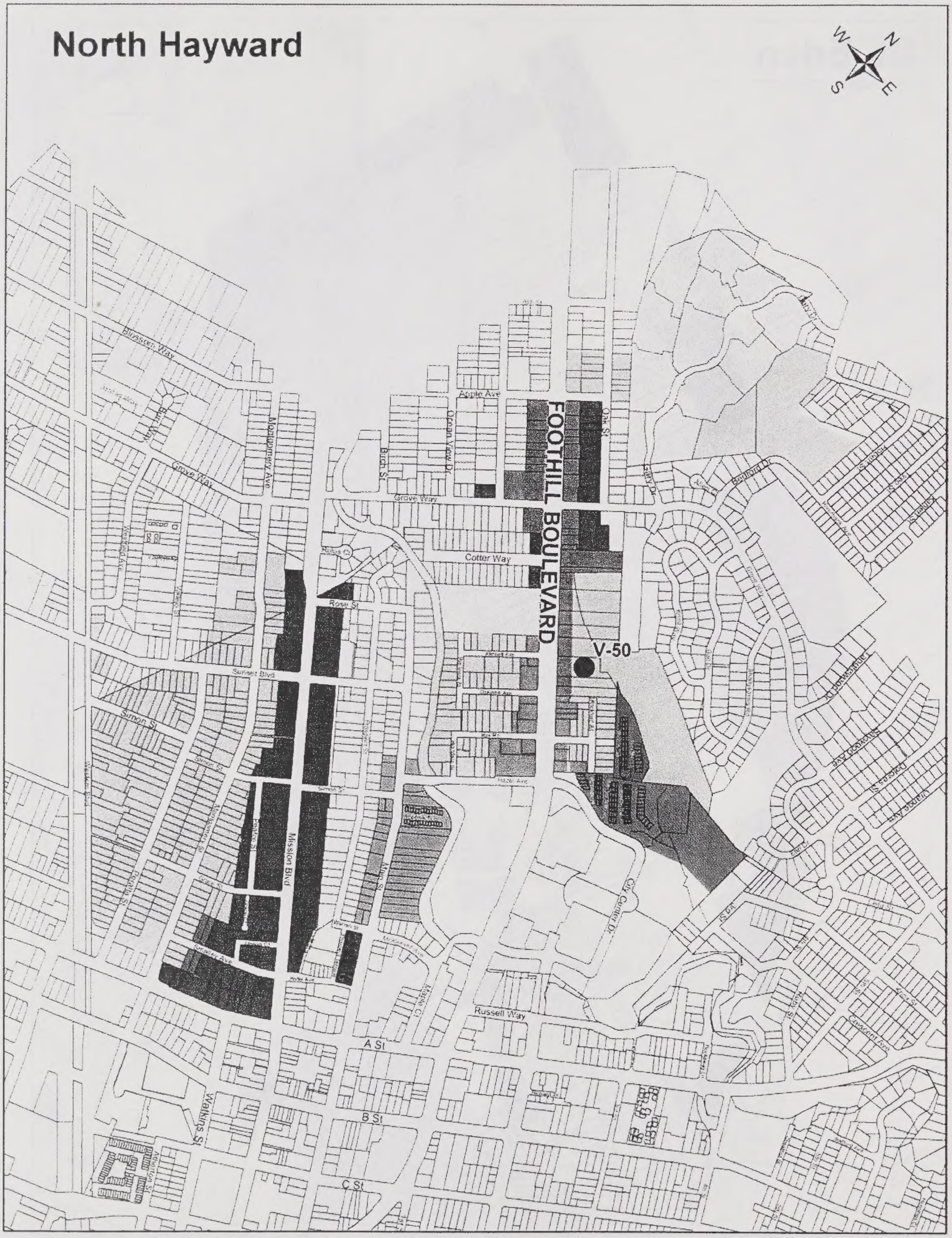

Longwood Winton Grove
WEST A STREET
INTERSTATE 880
N
W
E
S
U-52
V-37
U-53
Lupine Way
Lansing Way
Arbor Ct
Arbor Ave
Memorial Way
Westpark St
Marvin Way
Barker Ave
Sueirro St
Sueirro Dr
Lucia Ct
Lucia St
Alondra Ct
Thelma St
Victory Dr
Garden Ave
Happyland Ave
Skywest Dr
Lester Ave
Tehama Ave
Irvin Ct
Hohener Ave
Blackwood Ave
Marin Ave
Happyland Ave
Longwood Ave
Holly Ln
Teakwood St
Corkwood St
Lilla Rd
Hopper Rd
Klamath Rd
Wait St
Fuller Ave
Lynn St
Cottonwood Ave
Leonardo Way
Sequoia Rd
Chenault Way
Lebanon St
Stonewall Ave
Reed Way
Phillips Way
Odom Dr
Quincy Way
Wright Dr
Nevada Rd
Craven Ct
Bluefield Ln

E5


Mission Garin
N
W
E
S
V-40
U-55
U-54
V-47
V-39
V-44
V-38
U-56
V-43
V-42
V-41
U-58
V-46
V-45
U-57

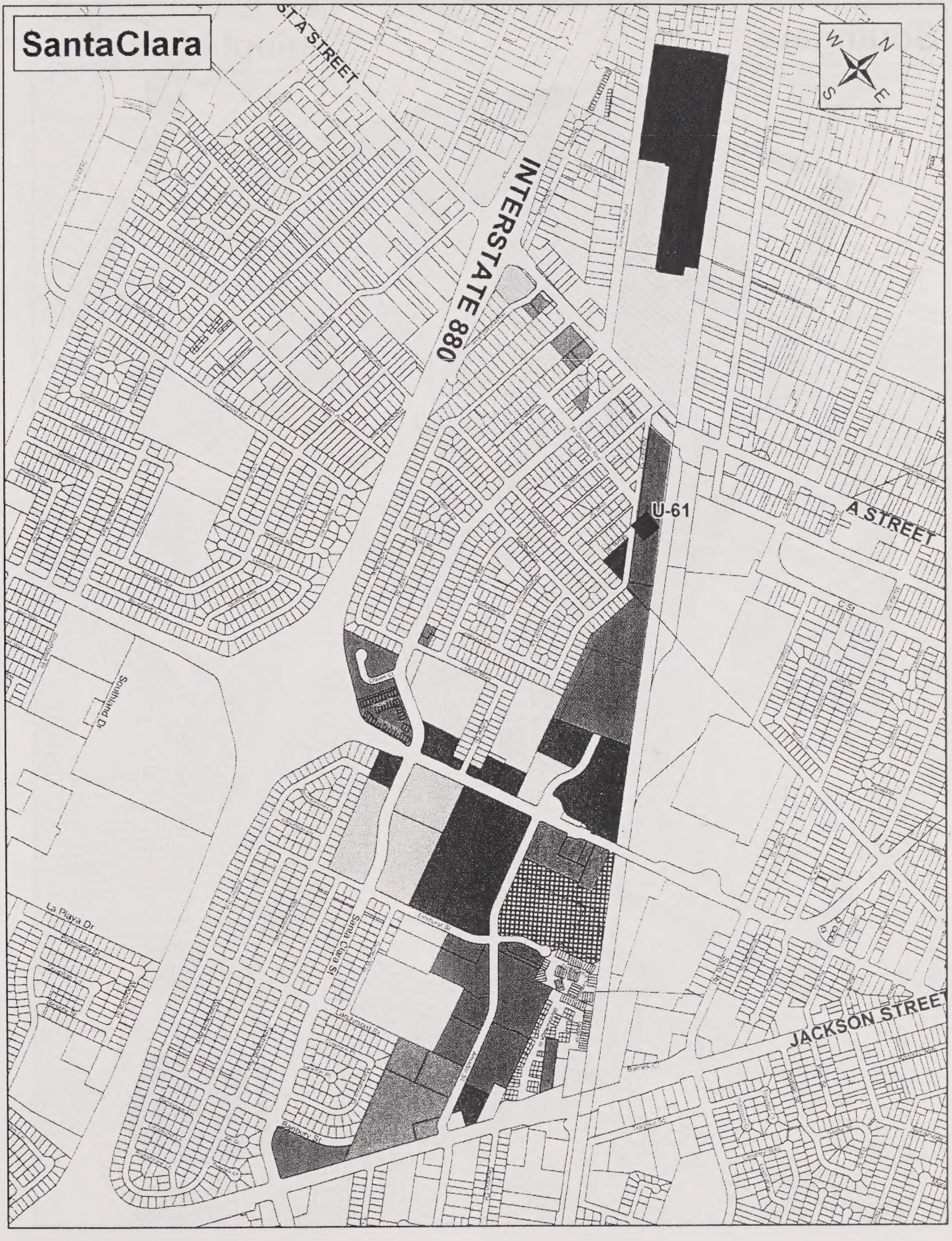
E-5

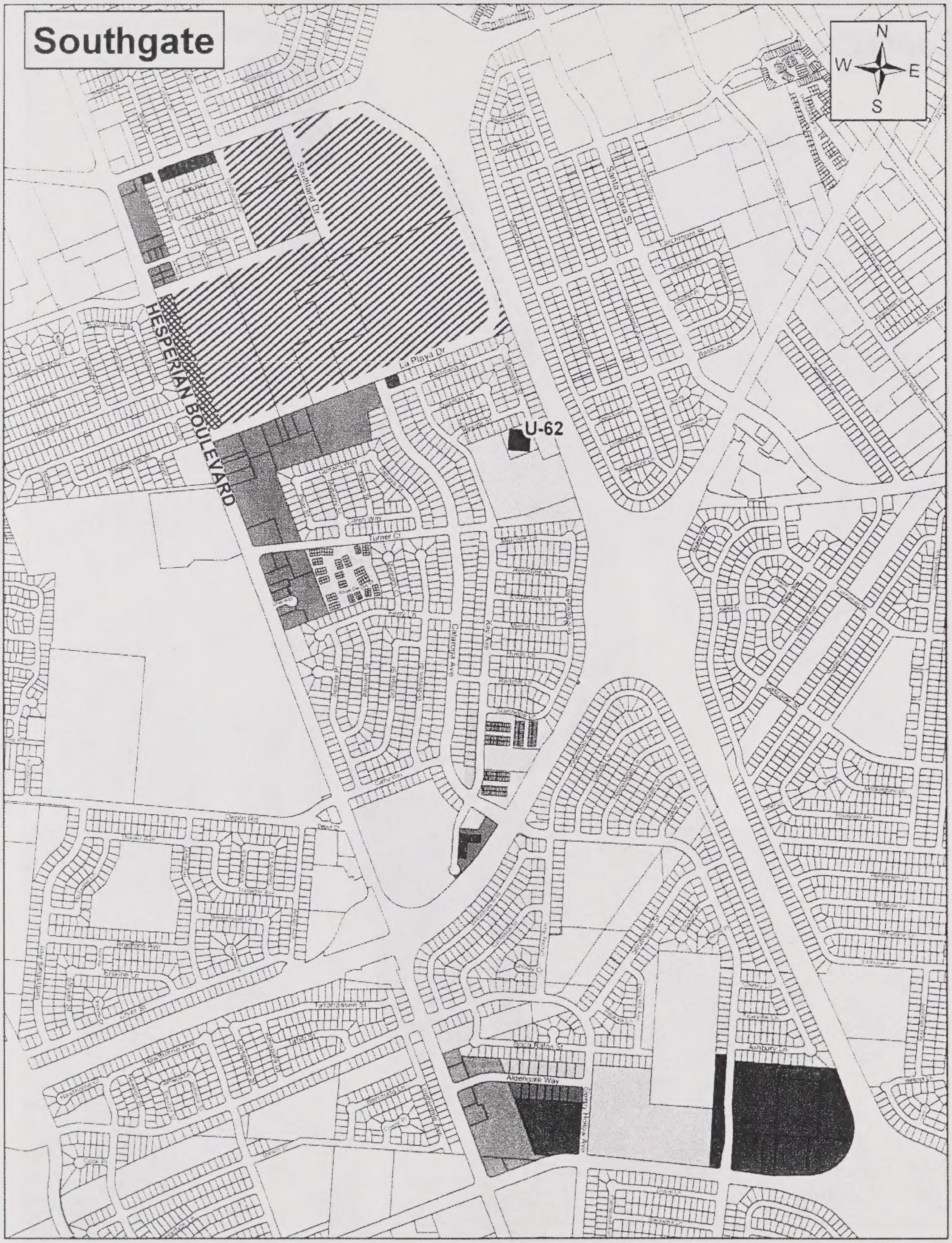

Mt. Eden
N
W
E
S
National Ave
Alpine Way
American Ave
Dunn Rd
Commerce Pl
CLAWITER ROAD
North Ln
Middle Ln
Eden Ave
West St
V-49
Yosemite Way
Buchanan Way
Xavier St
Denton Ave
Sagamore St
HESPERIAN BOULEVARD
U-59
U-60
V-48
Industrial Blvd
Turner Ct
Ferry Ln
Thayer Ave
Depot Rd
Gettysburg Ave
Stryker St
Bradford Ave
Erskine Ln
Cryer St
Cathy Way

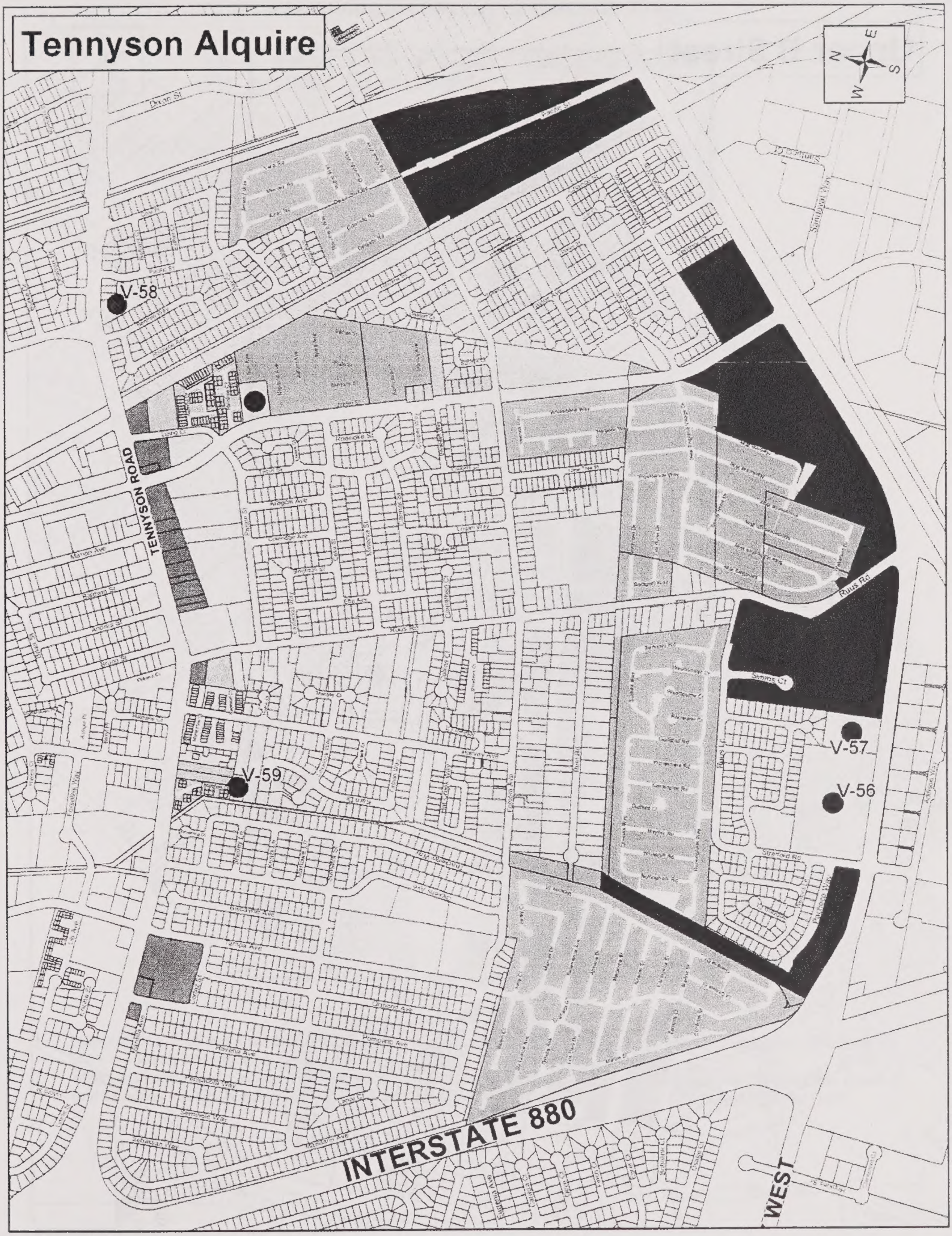


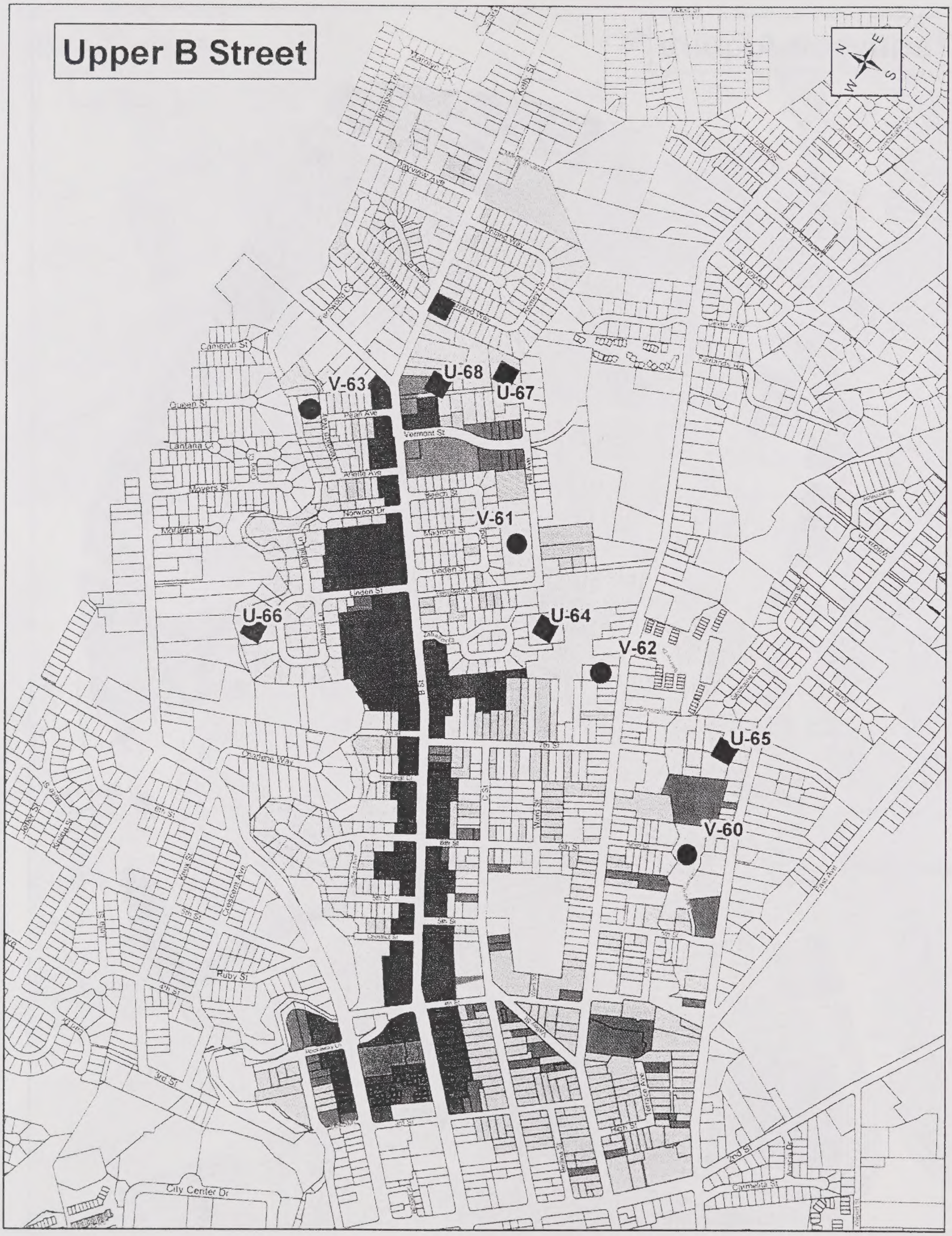
North Hayward

N
E
S
W
FOOTHILL BOULEVARD
V-50
Apple Ave
Oak St
Ocean View Dr
Birch St
Grove Way
Cotter Way
Rose St
Sunset Blvd
Simon St
Mission Blvd
Main St
Hazel Ave
City Center Dr
Russell Way
A St
B St
C St
Watkins St
Blossom Way
Montgomery Ave


SantaClara
A STREET
INTERSTATE 880
U-61
A STREET
C St
Southland Dr
La Playa Dr
Santa Clara St
JACKSON STREET
N
E
S
W


Southgate
N
W
E
S
U-62
HESPERIAN BOULEVARD
Southland Dr
La Playa Dr
Santa Clara St
Turner Ct
Ferry Ln
Calaroga Ave
Aldengate Way
Ashbury Ln


Tennyson Alquire
N
E
S
W
V-58
TENNYSON ROAD
V-59
V-57
V-56
Ruus Rd
INTERSTATE 880
WEST

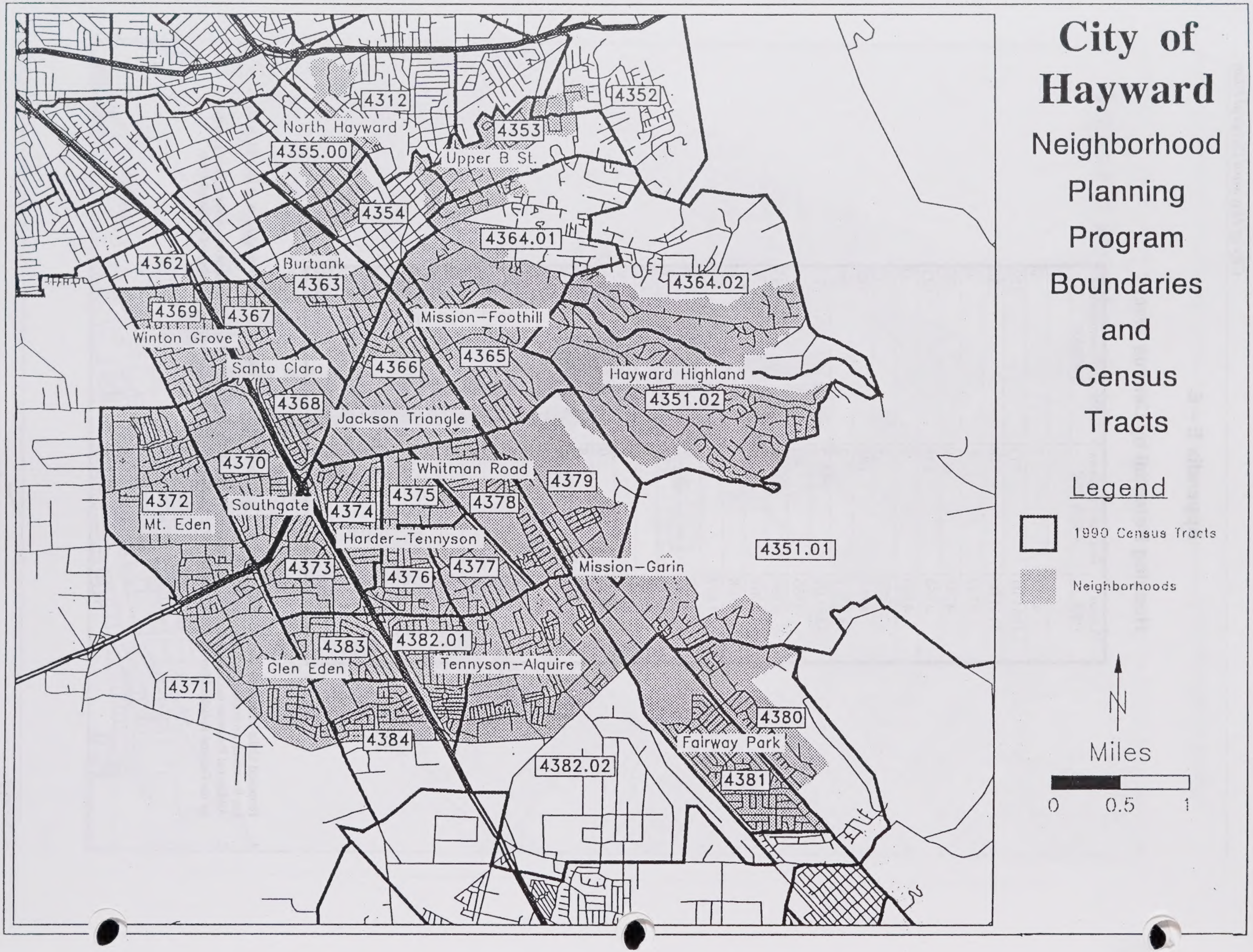

Upper B Street
N
E
S
W
V-63
U-68
U-67
V-61
U-64
U-66
V-62
U-65
V-60
B St
Vermont St
Pearl Ave
Queen St
Cameron St
Lantana Ct
Meyers St
Norwood Dr
Madrone St
Linden St
Beech St
7th St
6th St
5th St
4th St
3rd St
2nd St
Ruby St
City Center Dr
Carmelita St
Grandview Ave
Fernando Ave
Rose St
Hazel St
Ward St
C St

Appendix E – 6

Housing Potential by Census Tract

Census Tract	*Proposed Units as of 6/30/2001*	*Additional Potential as of 6/30/2001*
4312	1	0
4351.01	713	372
4351.02	16	280
4352	0	0
4353	9	70
4354	135	123
4355	0	0
4362	0	0
4363	186	382
4364.01	0	99
4364.02	2	11
4365	42	467
4366	56	287
4367	0	0
4368	0	0
4369	4	15
4370	0	0
4371	541	7
4372	0	448
4373	0	0
4374	0	0
4375	8	0
4376	0	0
4377	12	6
4378	3	80
4379	13	147
4380	30	19
4381	2	0
4382.01	0	0
4382.02	190	75
4383	6	0
4384	0	0
TOTAL	**1,969**	**2,888**

1. Proposed Units include the number of residential units in projects that have been approved, or were pending as of June 30, 2001, but for which no building permits have been issued.
2. Additional Potential calculations reflect the number of new housing units theoretically possible based on density ranges permitted by the General Policies Plan Map as of June 30, 2001, in addition to the number of Building Permits and Proposed Units.



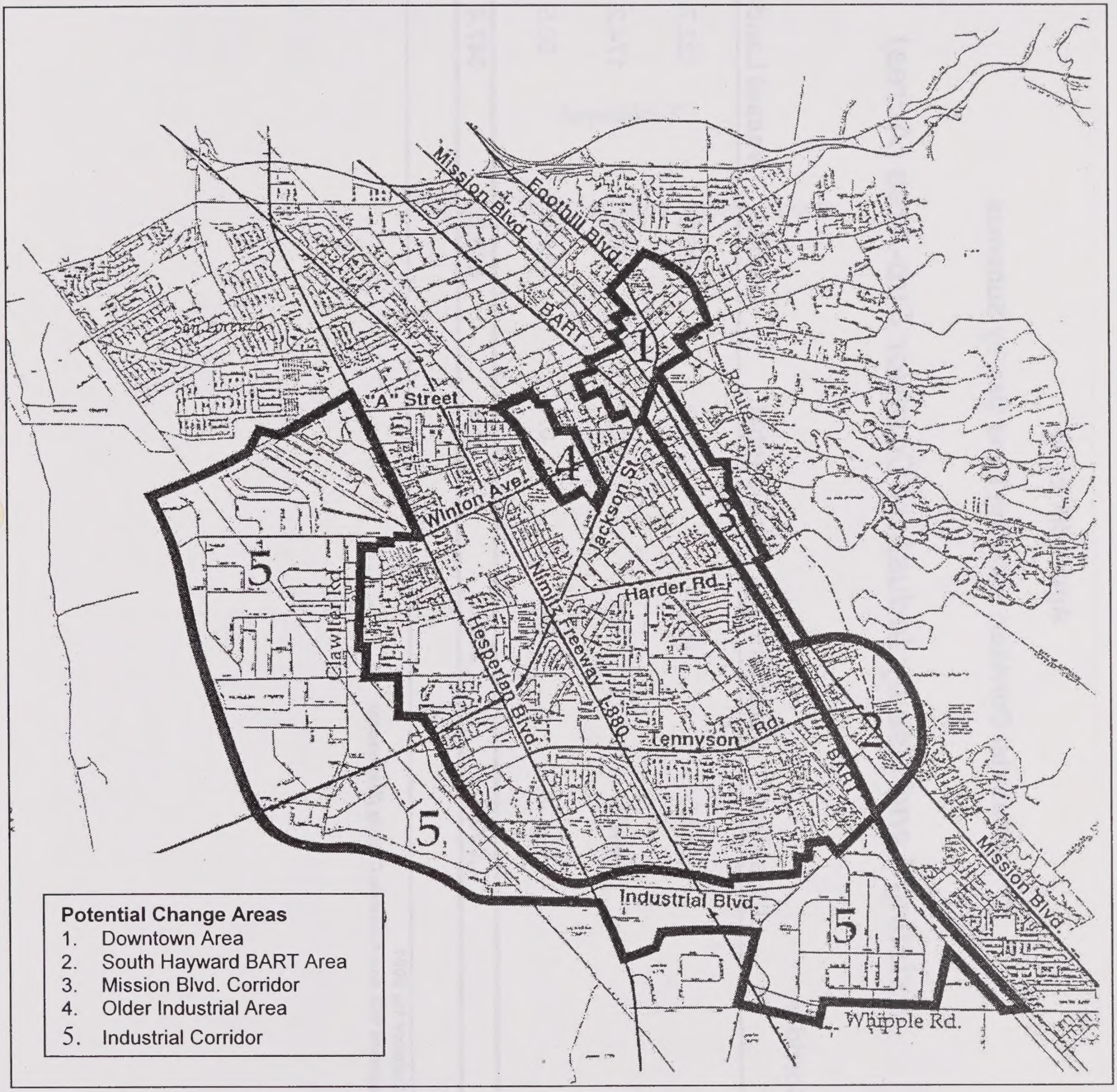
City of Hayward

Neighborhood Planning Program Boundaries and Census Tracts

Legend
1990 Census Tracts
Neighborhoods
N
Miles
0
0.5
1
4312
4352
North Hayward
4353
4355.00
Upper B St.
4354
4364.01
4362
Burbank
4363
4364.02
4369
4367
Mission–Foothill
Winton Grove
4365
Santa Clara
4366
Hayward Highland
4351.02
4368
Jackson Triangle
4370
Whitman Road
4379
4375
4378
4372
Southgate
4374
Mt. Eden
Harder–Tennyson
4351.01
4373
4377
Mission–Garin
4376
4383
4382.01
Glen Eden
Tennyson–Alquire
4371
4380
4384
Fairway Park
4382.02
4381

Appendix E - 7

Growth Management Change Areas Map (1993)


Mission Blvd.
Foothill Blvd.
BART
San Lorenzo
1
"A" Street
4
Winton Ave.
Jackson St.
Route 238
3
5
Harder Rd.
Clawiter Rd.
Hesperian Blvd.
Nimitz Freeway I-880
Tennyson Rd.
BART
2
5
Mission Blvd.
Industrial Blvd.
5
Whipple Rd.
Potential Change Areas
1. Downtown Area
2. South Hayward BART Area
3. Mission Blvd. Corridor
4. Older Industrial Area
5. Industrial Corridor

Industrial Corridor: Existing Land Use by Subareas

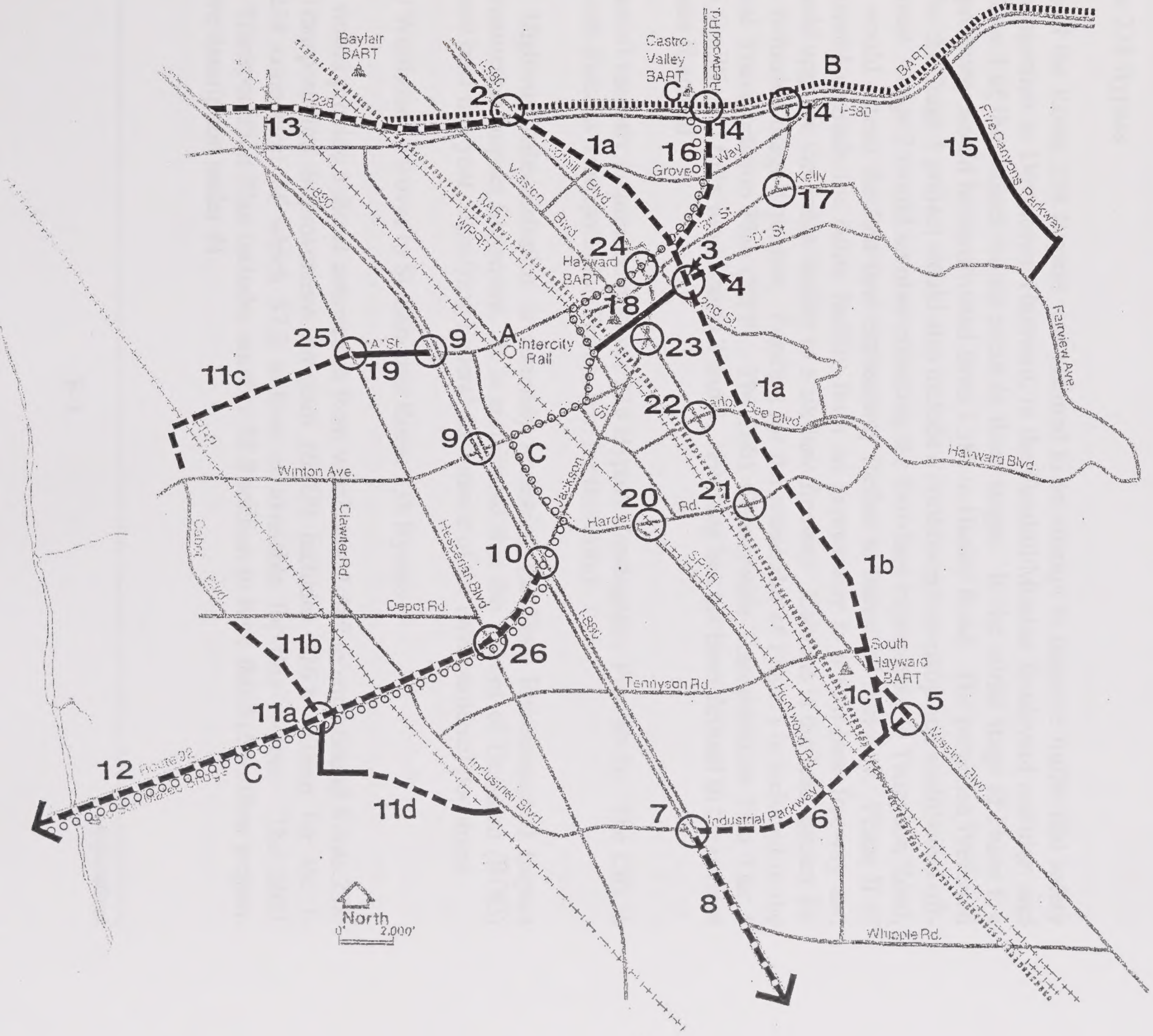
Existing Land Use by Industrial Corridor Sub-Area (Acres)

Industrial Corridor Sub-Area	Industrial	Commercial	Residential	Public	Vacant Land	Total
West	1,041.3	93.4	15.3	306.9	122.7	**1,579.6**
Southwest	446.6	16.5	10.2	95.9	174.2	**743.4**
South	602.3	99.4	0.4	125.4	50.5	**878.0**
Total	**2,090.2**	**209.3**	**25.9**	**528.2**	**347.4**	**3,201.0**

City of Hayward: October 15, 2001
Source: City of Hayward GIS and Alameda County *(Metroscan)*

Appendix F

Proposed Transportation Improvements



Bayfair BART
Castro Valley BART
Redwood Rd.
B
BART
I-580
I-238
2
C
14
13
1a
16
Grove
Way
15
Five Canyons Parkway
Kelly
17
Foothill Blvd.
Mission Blvd.
BART
WPRR
I-880
"B" St.
"D" St.
24
3
4
Hayward BART
18
2nd St.
25
"A" St.
9
A
Intercity Rail
19
23
11c
1a
22
Carlos Bee Blvd.
Fairview Ave.
Hayward Blvd.
9
C
Jackson St.
Winton Ave.
Arden
20
21
Harder Rd.
Clawiter Rd.
Hesperian Blvd.
Cabot Blvd.
10
1b
Depot Rd.
26
11b
South Hayward BART
Tennyson Rd.
Huntwood Rd.
SPRR
1c
5
11a
12
Route 92
C
Mission Blvd.
Industrial Blvd.
11d
7
Industrial Parkway
6
8
Whipple Rd.
North
0'
2,000'

CIRCULATION ELEMENT UPDATE

PROPOSED TRANSPORTATION IMPROVEMENTS

TRANSIT IMPROVEMENTS

(See text for detailed description)

A Intercity Rail Station (completed)
B Dublin/Pleasanton BART Extension (completed)
  Warm Springs BART Extension (not shown)
  West Dublin BART Station (not shown)
C Express Bus Service between Castro Valley BART and San Mateo County

ROADWAY IMPROVEMENTS

(See text for detailed description)

1 Route 238 Bypass - 6 Lane Freeway
  Phase 1: Construct 4-lane Expressway
1a Stage 1 - I-580 to Harder Rd.
1b Stage 2 - Harder Rd. to Tennyson Rd.
1c Stage 3 - Tennyson Rd. to Industrial Parkway
  Phase 2: Upgrade to 4-lane Freeway
  Phase 3: Upgrade to 6-lane Freeway
2 I-580 WB Flyover to SB Route 238
3 "D" St. Ramps and Connectors
4 "D" St. Extension - Phase III Widening
5 Mission Blvd./Industrial Parkway Intersection Spot Widening
6 Industrial Pkwy. Widening
7 I-880/Industrial Pkwy. Interchange
8 I-880 Widening (Phase IV)
9 I-880/"A" St. and Winton Ave. Interchanges
10 I-880/Route 92 Interchange Upgrade (with access to Winton Ave.)
11 I-880/Route 92 Reliever Route:
  a Clawiter/Whitesell/Route 92 Interchange;
  b Whitesell St. Extension;
  c West "A" St. Extension;
  d Arden Rd. Extension
12 Route 92 Widening
13 I-238 Widening (with added truck lanes)
14 I-580 On/Off Ramps
15 Five Canyons Parkway (under construction)
16 Redwood Rd./"A" Street Widening
17 "B" St./Center/Kelly Intersection Improvements
18 "D" St. Extension (Phase II) (under construction)
19 West "A" St. Widening (under construction)
20 Harder Rd. Grade Separation
21 Mission/Harder Intersection Improvements
22 Mission/Carlos Bee Intersection Improvements
23 Mission/Foothill/Jackson Grade Separation
24 "A" Street/Foothill Intersection Improvements
25 West "A" Street/Hesperian Intersection Improvements
26 Hesperian Blvd./Route 92 EB Ramp Improvements

Appendix F

PROPOSED TRANSPORTATION IMPROVEMENTS

The Circulation Element proposes a package of transportation improvements designed to assist in improving regional mobility and alleviating the resulting local congestion. Major projects are depicted on the accompanying map and are described further in the following sections. Many of the proposed roadway improvements have been in the planning stage for some time; some of the projects have been delayed by lack of funding and/or the need for additional design and environmental reviews. However, many of the projects have been completed and/or are under construction. A brief description of major area projects and their current status is provided below.

Roadway Improvements

1. Route 238 Bypass

Construction of the Route 238 Bypass was planned in an attempt to improve traffic and safety and reduce congestion in Downtown Hayward, in the Foothill/Mission Boulevard corridor, and on I-880. Phase I of the project would occur in three stages. In the initial stage of Phase I, a four-lane expressway would be constructed from I-580 to Harder Road. The proposed Preferred Alternative for the Stage 1 project would also include a northbound on-ramp and southbound off-ramp at A Street. Stage 2 would involve extending the four-lane expressway to Tennyson Road, and Stage 3 would extend the four-lane expressway further to Industrial Parkway. Phase II of the project would upgrade the entire facility from an expressway to a four-lane freeway and Phase III would upgrade the entire facility to a six-lane freeway. Caltrans is the lead agency for the Measure B-funded Stage 1 project. Funding for the remainder of Phase I is included in the 1996 Regional Transportation Plan (RTP). The 2001 Countywide Transportation Plan Tier 1 includes $76.6 million to fully fund Stages 2 and 3. Funding has not been defined in the current RTP for Phases II and III.

The City Council recently authorized a Route 238 Bypass Contingency Plan study. The City is contracting with Parsons Transportation Group, Inc. for this effort.

The Federal Highway Administration is currently reviewing the Final Environmental Impact Report/Environmental Impact Statement. It is anticipated that the Record of Decision (ROD) will be released later this year, signifying Federal acceptance of the environmental document.

2. I-580 Westbound Flyover to Southbound Route 238 Bypass

This project would provide a direct connection from westbound I-580 to southbound Route 238. The State Transportation Improvement Program (STIP) includes $16.8 million for the I-580/Route 238 connector; of which $7.2 million is available for this project. The 2001 Countywide Transportation Plan includes another $8.8 million to fund this $15 million project. See also above description under #1.

3. D Street Ramps and Connectors

This project was originally included in Phase II or III of the Route 238 Bypass project. This project would have included a southbound on-ramp and northbound off-ramp, together with frontage roads on either side of the Bypass connecting to the A Street ramps. However, the D Street ramps were deleted from the Preferred Alternative for the Route 238 Bypass due to the Federal requirement for a financially constrained project as part of the environmental document for the Bypass.

4. D Street Extension (Phase III Widening)

Phase III of the D Street extension would have extended the four-lane arterial from Second Street to the frontage road along the Route 238 Bypass. Construction was contingent upon the inclusion of the D Street ramps as part of the Route 238 Bypass. However, since the D Street ramps have been deleted from the Route 238 Bypass, D Street Phase III is no longer a viable project.

5. Mission Boulevard/Industrial Parkway Spot Widening

This project is part of a larger project to widen Mission Boulevard at critical intersections in Hayward, Union City, and Fremont. The Hayward City Council has approved the City's required local share of construction costs. The project is part of the voter-approved Measure B program and leverages limited funds for the improvement of Mission Boulevard. ACTA is the lead agency, and the City is administering the construction contract.

6. Industrial Parkway Widening

This project would add one lane in each direction between I-880 and Mission Boulevard for a total of six lanes. The City is the lead agency for this unfunded project.

Partial funding for a related project, widening of Industrial Parkway southwest between Whipple Road and Industrial Parkway, is included the Transportation Equity Act for the 21st Century (TEA-21). The developers of the new Target store on the northeast corner of Whipple Road and Industrial Parkway SW are contributing funds for portions of this project.

7. I-880/Industrial Parkway Interchange

The cities of Hayward and Union City requested improvement of the Industrial Parkway interchange during the planning of the I-880 widening project and Route 238 Bypass. This project will add a northbound diagonal off-ramp and an eastbound to northbound loop on-ramp at this interchange. Caltrans proposed the northbound off-ramp for the 2001 Countywide Transportation Plan, but it was not included in Tier 1 (projects most likely to be funded) due to limited funds for central Alameda County.

8. I-880 Widening (Phase IV)

The 1986 Measure B Expenditure Plan called for the design and construction of several projects to widen I-880 from six to eight lanes. Interchanges were upgraded and HOV lanes were provided from I-238 to the Santa Clara county line. Phase IV of this project involved adding an HOV lane in each direction on I-880 between Industrial Parkway and Alvarado-Niles Road in Union City. This project has essentially been completed.

9. I-880 Interchanges at A Street and Winton Avenue

The City proposed improvements to both of these interchanges as part of the Measure B reauthorization process and for the 2001 Countywide Transportation Plan, but neither project was included in Tier 1. The total cost is approximately $20 million.

10. I-880/Route 92 Interchange Reconstruction

This project involves reconstruction of the existing interchange. Caltrans' two previous alternatives were not acceptable to the City and a new alternative, based on City initiative, was designed (Alternative H). Caltrans is including Alternative H in the environmental document. The City has significant concerns regarding the nearly four year lag of this project behind the Route 92/San Mateo Bridge widening Such a lag is expected to result in significant traffic congestion within the City of Hayward neighborhoods. The project is being funded from 1986 Measure B and Regional Measure 1 (toll bridge) funds.

11. I-880/Route 92 Reliever Route

The project consists of four separate but related improvements, with the City as the lead agency for each. The Measure B reauthorization includes $22.6 million (in 2001 dollars). Additional funding was proposed in Tier 1 of the 2001 Countywide Transportation Plan but was not included. Other funding is proposed through the formation of an Industrial Assessment District. The Clawiter/Whitesell/ Route 92 interchange project would upgrade the existing Clawiter Road interchange, add ramps and an overcrossing for the Whitesell Street extension and signalize ramp intersections. The Whitesell Street project would extend the street from Depot Road to Route 92. The West A Street project would extend this street from Hesperian Boulevard to Cabot Boulevard. The fourth component of this project, the Arden Road extension, was completed with funding primarily provided by recent development in this area.

12. Route 92 Widening

This project will widen Route 92 to three mixed flow lanes plus an High Occupancy Vehicle (HOV) lane in each direction between I-880 and the toll plaza. The project will also widen the bridge to three mixed-flow lanes plus emergency shoulder lanes in each direction, along the trestle portion the bridge. Construction is underway and is scheduled to be completed in late 2002. As stated above, the City is very concerned that the timing of this project is not coincident with the I-880/Route 92 interchange reconstruction project; the latter project trails the Route 92 widening project by about four years.

13. I-238 Widening

The project will reconstruct and widen I-238 to six lanes between I-580 and I-880, including the addition of auxiliary lanes on I-880. About one-third of the $102 million project cost is included in the State Transportation Improvement Program, with the remainder included as part of the Measure B reauthorization.

14. I-580 on-off Ramp Improvements at Center Street and Redwood Road

These projects would add an eastbound on-ramp at Redwood Road and a westbound off-ramp at Center Street, as well as reconfigure the eastbound off-ramp at Center Street to minimize conflicting turning movements. Alameda County is the lead agency. Partial funding is to be provided by the developers of the Five Canyons project and the remaining funding is being provided under the Measure B reauthorization.

15. Five Canyons Parkway

The project provides access to the Five Canyons area and is being funded entirely by the developer of this project. This road also provides a connection between Fairview Avenue and I-580 via East Castro Valley Boulevard. Construction has been completed.

16. Redwood Road/A Street Widening

This project involves the widening of the street from four to six lanes between I-580 and the Hayward city limits. The County is the lead agency. Construction is underway on the second phase of the project. Funding to complete the last phase from Grove Way to the city limits is not certain.

17. B Street/Center/Kelly Intersection Improvements

This project originally involved adding a southbound lane from Center Street onto eastbound Kelly Street, a northbound through-left lane from B Street to Center Street, and a westbound right-turn lane from Kelly Street onto northbound Center Street. The City Council approved a only for the addition of the southbound lane from Center Street onto eastbound Kelly Street. Construction was completed. The project was funded by the developers of the Five Canyons Project, with the City and Alameda County as lead agencies.

18. D Street Extension (Phase II Widening)

This phase of the project upgraded D Street from an existing two-lane collector street with coordinated signals from Grand to Second Streets. The project was completed, with funding from a variety of sources, including City funds and some funds from TEA-21.

19. West A Street Widening

This project involved reconstruction of the four lane undivided arterial between I-880 and Hesperian Boulevard, and added median dividers, signal coordination, and other operational improvements. Construction has been completed.

20. Harder Road Grade Separation

This project will construct an underpass at the Union Pacific Railroad tracks and Harder Road crossing, at a cost of about $8.9 million. Construction is underway.

21. Mission Boulevard/Harder Road Improvements

This project would include construction of an additional exclusive eastbound left-turn lane, conversion of an existing eastbound through-left lane to an eastbound through lane, addition of a second northbound right-turn lane, addition of a second northbound left-turn lane, addition of a third southbound through lane, addition of a second exclusive westbound left-turn lane, conversion of a westbound through-left lane to a through lane and conversion of a westbound right-turn lane to a through-right lane. The project will be partially funded by the developers of the Walpert Ridge project.

22. Mission Boulevard/Carlos Bee Boulevard Intersection Improvements

This project would include construction of an additional northbound through lane, a second southbound left-turn lane, and a second westbound left-turn lane. Partial funding will be provided by the developers of the Walpert Ridge project.

23. Mission/Foothill/Jackson Grade Separation

The project would involve construction of a grade-separated intersection elevating Mission Boulevard traffic over a depressed section of Foothill Boulevard/Jackson Street. Watkins Street would be slightly elevated via a bridge deck over the depressed Foothill/Jackson section. The City proposed this project both as part of the Measure B reauthorization and the 1998 Countywide Transportation Plan, but the project was not included in either. The CMA included the project in Tier 3 of the 2001 Countywide Transportation Plan. The estimated project cost is $43 million, with Caltrans as the lead agency.

24. A Street/Foothill Boulevard Intersection Improvements

This project would include addition of a northbound free right-turn lane, in conjunction with the addition of a receiving lane on A Street east of Foothill Boulevard. ACTA has included funding for this project in its Strategic Plan, as part of the Route 238 Hayward Bypass.

25. West A Street/Hesperian Boulevard Intersection Improvements

This project would involve construction of an additional eastbound left turn lane. The proposed Industrial Assessment District is a potential source of funding.

26. Hesperian/Route 92 Eastbound off-ramp Intersection Improvements

This project would involve construction of an additional eastbound right-turn lane. The source of funding is unknown; however, a potential source is the Measure 1 Route 92 Widening project or the I-880/SR 92 interchange reconstruction.

Transit Improvements

A. Intercity Rail Station (Capitol Corridor)

This project has been completed.

B. Dublin/Pleasanton BART Extension

This project has been completed.

Warm Springs BART Extension

This is the first phase of an extension of BART from Fremont to San Jose. The Measure B reauthorization in 2000 included some funding for this project. Other funds are being provided from a variety of State and Federal sources. In addition, a companion sales tax measure in Santa Clara County provided funds for the extension to San Jose.

West Dublin BART Extension

Design for this station, which will be located between the Castro Valley and Dublin/Pleasanton BART stations, was recently initiated.

C. Express Bus Service between Castro Valley BART and San Mateo BART

Service between Hayward BART and the Peninsula had been provided by SAMTRANS Route 90E. However, the route was dropped due to low ridership. AC Transit is in the planning stage of starting its own service that is intended to be more efficient than the old SAMTRANS route.

D. Other Transit Improvements

LIFT Route

AC Transit has initiated a new route that serves the city's industrial area. The "Low Income Flexible Transit" (LIFT) service connects the Hayward and South Hayward BART stations. The LIFT service provides improved transit services for employees working in the area, particularly the Welfare to Work populations. The project was a joint effort between the City's Public Works Department, AC Transit, Chamber of Commerce and the South Hayward Neighborhood Collaborative.

Central County Transit Study

The City has been participating in a joint effort including AC Transit, the City of San Leandro, Alameda County, and local school districts, chambers of commerce, educational institutions and others to develop improved and expanded transit services for Central Alameda County. The passage of Measure B provided significant new funding for transit, including an additional $30 million targeted to the Central County. It is expected that service will be implemented by Summer, 2002.

Transbay Service

AC Transit has initiated service from Hayward to San Francisco via the Bay Bridge. AC Transit is using larger, long haul style coaches for this route. The route has been very well received.

Appendix G

Traffic Analysis Results

Appendix G

Traffic Analysis Methodology and Modeling Results

The traffic analysis for the Hayward Circulation Element Update has relied on existing count data to address existing conditions and the Alameda County Congestion Management Agency (ACCMA) Countywide Model as a forecasting tool for future conditions. The ACCMA Model is a regional travel demand model that includes the entire Bay Area, but is more focused in Alameda County. The model is a traditional "4-step" process that includes trip generation, trip distribution, mode choice and trip assignment. The model inputs are based on socio-demographic data supplied by the Association of Bay Area Governments (ABAG) at the Census Tract Level and then disaggregated to the finer Traffic Analysis Zones (TAZ) by local jurisdictions. The current version of the model uses ABAG Projections 2000 with forecasts for year 2005 and year 2025. The last model calibration was conducted in 1996 for year 1990 conditions.

Although the 1996 model update provided additional network and zonal detail in Hayward, this model is still not as detailed as the City of Hayward traffic model in the Hayward vicinity. Based on the detail level and the fact that the calibration year of 1990 is now outdated, this may affect the reliability of forecasts, especially at the individual intersection level. Therefore the traffic analysis methodology had to rely on considerable adjustment of future intersection turning volumes by comparing to existing counts, which represent the most reliable data source.

The following analysis focused primarily on level of service for links and intersections. This Circulation Element Update was primarily focused on network improvements without any changes in land use, so was not subject to the CMA Tier 1 Analysis.

Intersection Level of Service Methodology

The evaluation of level of service (LOS) presented in this chapter is based on methods outlined in the 1994 Highway Capacity Manual (HCM) (Transportation Research Board 1994). This older methodology has been used at the request of the City in order to be consistent with the 1998 Circulation Element, particularly for the calculation of Stopped Delay at signalized intersections. Under this method, the LOS at each direction of the analysis intersections is determined for existing and future conditions. The LOS assigned to the overall intersection is defined as the LOS of the movement with the worst conditions in the intersection. The rating system used to designate LOS at signalized intersections is shown in **Table 1**. The HCM also includes LOS criteria for unsignalized intersections, which are different than for signalized locations. LOS designations are assigned to particular minor movements, and are based on the average total delay for that movement. LOS is not defined for the intersection as a whole. Therefore, descriptions of expected delay at unsignalized intersections are generalized. **Table 2** details the LOS rating system for unsignalized intersections.

TRAFFIX Level of Service Software

The level of service calculations were conducted using the TRAFFIX software, developed by Dowling Associates, which provides the ability to organize all intersections and scenarios in one database. The TRAFFIX software has the ability to implement any level of service methodology, including the HCM-94 methodology for both signalized and unsignalized intersections. Data was collected in the field and coded into the software. This includes counts, intersection geometries, signal control and phasing and signal timing plans (provided by the City, and only where available). All intersections were analyzed with a peak hour factor (PHF) of 0.95. Where information was not provided or available, the use of TRAFFIX defaults was allowed (for cycle length, lost time and minimum greens). As a quality check, the output obtained using TRAFFIX was compared to the HCS output from the 1998 Circulation Element and it was concluded that when using the same defaults and volumes, the two methodologies produced identical results in terms of delay and LOS.

Existing Intersection Analysis

The following local intersections in the City have been selected for analysis of traffic impacts and are consistent with the intersection in the 1998 Circulation Element. The location of the study intersections are graphically displayed in **Figure 1.**

1. Center Street & Kelly Street
2. Mission Boulevard & A Street
3. Foothill Boulevard & A Street
4. Mission/Foothill & Jackson
5. NB 880 Ramps & A Street
6. SB 880 Ramps & A Street
7. Hesperian Boulevard & A Street
8. Mission Boulevard & Carlos Bee Boulevard
9. Mission Boulevard & Harder Road
10. Mission Boulevard & Tennyson Road
11. Mission Boulevard & Industrial Parkway
12. Industrial Parkway SW & Industrial Parkway
13. NB-880 Ramps & Whipple Road
14. SB-880 Ramps & Whipple-Dyer Road
15. NB-880 Ramps & Industrial Parkway
16. SB-880 Ramps & Industrial Parkway
17. Hesperian Boulevard & EB-SR92 Ramps
18. Hesperian Boulevard & WB-SR92 Ramps
19. Industrial Boulevard & EB-SR92 Ramps
20. Industrial Boulevard & WB-SR92 Ramps
21. Clawiter Road & EB-SR92 Ramps
22. Clawiter Road & WB-SR92 Ramps
23. Hesperian Boulevard & W. Industrial Parkway
24. Santa Clara Street & Jackson Road
25. Santa Clara Street & Winton Avenue
26. Hesperian Boulevard & Winton Avenue
27. Santa Clara Street & A Street

Dowling Associates conducted traffic counts for the PM peak period for 21 of the study intersections during early June 2001. For the remaining intersections, recent counts dating from 1998 or 2000 were used. **Table A1** in the Technical Appendix provides the detailed counts for each turning movement for all study intersections for PM Peak Hour conditions. **Table 3** (Existing LOS for PM Peak Hour) shows a summary of the existing LOS conditions, including the calculated stopped delay in seconds per vehicle, for PM Peak Hour conditions for all study intersections. Using the 1994 HCM operations methodology, 19 of the 27 intersections analyzed currently operate at acceptable level of service (LOS D or better) during the PM Peak Hour.

Four intersections operate at marginal conditions (LOS E), while four intersections operate at LOS F or unacceptable conditions (including Foothill Boulevard & A Street, Foothill Boulevard & Jackson Street, NB-880 Ramps & Whipple Road and Santa Clara Street & Jackson Road). For further information on the intersection LOS calculations, refer to the detailed TRAFFIX calculation sheets provided in the Technical Appendix.

Demand Model Volume Adjustment

The ACCMA Countywide Model was used to provide future forecasts for two scenarios, (1) the Proposed Project, and (2) the Constrained Project. Prior to running the forecasts, the road network in the model was reviewed for errors and fixes were made to correct any, including, incorrect lanes on Mission Boulevard, incorrect ramp configurations and missing turn prohibitions at interchange ramps. This review only focused on Hayward and primarily near the vicinity of the study intersections.

Usually regional demand models do provide reasonable link volumes on freeways and main arterials, but generally they do not have enough network and zone detail to predict accurate link volumes on collectors or turning volumes at intersections. Common practice is to do an adjustment of the forecast model volumes. A procedure called "Furness" is usually applied which relies on having a recently calibrated model and then comparing the model calibration to counts of that same year, and then adjusting the future volumes based on the difference. However, "Furness" does not work very well when the calibration year is outdated or when new network is introduced into the future networks. The ACCMA model calibration year is 1990 and with future projects like the Hayward Bypass, it was decided that "Furness" could not be used effectively without a year 2000 calibration. So it was concluded that a manual adjustment as described below would be more appropriate which.

The raw model volumes were extracted from the model database and compared to the counts in a spreadsheet format. These volumes were then adjusted based on a comparison to the existing counts, according to the following process.

1. Where the model was predicting very low (or zero) turning volumes compared to counts, the count was substituted for that movement. This occurred at some freeway ramps, where the demand model predicted zero turns at on-ramps and the count showed some significant volume.
2. Where the model network was not configured the same way as the existing network (diamond ramp instead of loop ramp), the model turns were re-organized to match the correct existing movements at that intersection.

So based on this method, the raw model volumes were adjusted to improve the forecasts for more accurate and consistent level of service calculations. It should be cautioned that some inconsistencies may still be present due to the nature and coarseness of the Countywide Model.

Future Conditions -Proposed Project

Future conditions were analyzed based on the recent version of the ACCMA Countywide Model using the 2025 forecast year. There were two scenarios analyzed for 2025, the Proposed Project and the Constrained Project. The Constrained Project is consistent with the 2001 Countywide Transportation Plan (CWTP) in addition to being consistent with the 2001 MTC Regional Transportation Plan (RTP), and essentially represents the baseline network in the ACCMA

Countywide Model. The Proposed Project includes additional unfunded and partially funded projects requested by the City of Hayward.

Table A2 in the Technical Appendix provides the detailed 2025 Proposed Project adjusted model volumes for each turning movement for all study intersections for PM Peak Hour conditions.

Table 4 (Proposed Project LOS) provides a comparison of intersection LOS between the existing condition and the 2025 Proposed Project. Based on these results, 18 of 27 intersections would operate at LOS D or better during the PM Peak Hour in 2025. One intersection operates at marginal conditions (LOS E), while eight intersections operate at LOS F or unacceptable conditions (including Center/B Street & Kelly Street, Foothill Boulevard & A Street, Hesperian & A Street, Industrial Parkway SW & Industrial Parkway, Hesperian & EB-SR 92 Ramps, Clawiter Road & EB-SR 92 Ramps, Hesperian & W. Industrial Parkway and Santa Clara Street & Jackson Street).

The 2025 Proposed Project network is considerably different to the existing road network and reflects a large improvement over the existing condition. So based on these differences it is expected that the model results would cause different impacts that make direct comparison to existing difficult. However, the 2025 results do indicate a trend. The primary improvement is the Hayward Bypass which influences traffic at most of the roads and intersections on the east side of the City, while the I-880 Reliever Route influences roads and intersection impacts on the west side of the City.

A comparison of results in Table 4 between existing and 2025 shows the number of intersections operating at LOS E or F only increases by one, from 8 to 9, but the number of intersections at LOS F doubles from 4 to 8. This shows that the network will be overloaded by 2025 even with the proposed improvements, primarily due to the addition of 24 years of growth in the buildout scenario. The Circulation Element improvements do prevent some roads links and intersections from degrading to LOS E or F conditions. This benefit is noticeable at some existing intersections that currently operate at LOS F and actually improve in 2025. Even though extensive growth has occurred in 2025, the effect of the proposed network has improved conditions by diverting traffic away from former congested locations (e.g.: Foothill/Mission & Jackson Street improves from F to D and Hesperian & Winton Avenue improves from E to C).

A comparison of results for the 2001 Circulation Element Update with the earlier 1998 Circulation Element shows significant differences in impacts. The 2001 Circulation Element Update has used the current ACCMA Countywide model with ABAG Projections 2000, while the 1998 Circulation Element used the older City of Hayward Model that was based on ABAG Projections 94 with network assumptions from the 1995 MTC RTP and CWTP. Furthermore, the Countywide model has less network detail than the City model and this may tend to assign traffic in a different manner. So all of these factors have contributed to different traffic volumes and hence different impacts that cannot always be explained.

Future Conditions -Constrained Project

The Constrained Project includes only funded projects that are consistent with the 2001 MTC RTP and the 2001 CWTP. The primary difference between this scenario and the Proposed Project is the I-880 Reliever Route.

Table A3 in the Technical Appendix provides the detailed 2025 Constrained Project adjusted model volumes for each turning movement for all study intersections for PM Peak Hour conditions.

Table 5 (Constrained Project LOS) provides a comparison of intersection LOS between the 2025 Constrained Project and the 2025 Proposed Project. Based on the results, 16 of 27 intersections would operate at LOS D or better during the PM Peak Hour in 2025. One intersection operates at marginal conditions (LOS E), while 10 intersections operate at LOS F or unacceptable conditions (including Center/B Street & Kelly Street, Foothill Boulevard & A Street, Foothill Boulevard & Jackson Street, Hesperian & A Street, Hesperian & EB-SR 92 Ramps, Clawiter Road & EB-SR 92 Ramps, Clawiter Road & WB-SR 92 Ramps, Hesperian & W. Industrial Parkway, Santa Clara Street & Jackson Road and Hesperian & Winton Avenue). The impacts identified by the model for this scenario are generally consistent with the differences in network between the Constrained network and the Proposed network. The effect on traffic without the I-880 reliever route is to shift traffic impacts from A Street south to Winton Avenue.

Roadway Link Level of Service

Traffic operations were evaluated on the basis of roadway segment level of service. This was done using the ACCMA Countywide Model. The level of service for each roadway segment was determined from the ratio of link volume to link capacity. Congested roads are links identified by LOS E or F conditions. Link LOS was done for both existing and future conditions. However, the City does not have sufficient link counts at every road link to calculate existing link LOS, so the 2005 ACCMA model was used as a substitute for existing conditions. It should be recognized that the 2005 model is a forecast year and not an existing condition, but it was deemed close enough to produce a link LOS chart for existing conditions. **Figure 2** shows congested roadway links for 2005 that operate at LOS E or F conditions. For 2005 conditions, the roadway miles of congested segments was calculated to be about 98 miles in length. This is a very approximate length as it was calculated using a demand model that tends to have a coarse network representation when compared to reality.

Figure 3 shows congested roadway links in 2025 for the Proposed Project that operate at LOS E or F conditions. For the 2025 Proposed Project, the roadway miles of congested segments was calculated to be about 92 miles in length. **Figure 4** shows congested roadway links in 2025 for the Constrained Project that operate at LOS E or F conditions. For the 2025 Constrained Project, the roadway miles of congested segments was calculated to be about 96 miles in length.

Table 1. Level of Service Criteria for Signalized Intersections

Level of Service	Expected Delay	Average Stopped Delay (Seconds/Vehicle)
A	Little or no delay.	≤ 5
B	Good progression and short cycle lengths.	>5 and ≤15
C	Fair progression, longer cycle lengths.	>15 and ≤25
D	The influence of congestion becomes noticeable. Some unfavorable progression and long cycle lengths.	>25 and ≤40
E	Poor progression, long cycle lengths, and cycle failures.	>40 and ≤60
F	Unacceptable to most drivers, arrival-flow rates exceed the capacity of the intersection.	>60

Source: *Chapter 9, HCM-94, Transportation Research Board 1994.*

Table 2. Level of Service Criteria for Unsignalized Intersections

Level of Service	Expected Delay	Average Total Delay (Seconds/Vehicle)
A	Little or no delay.	≤ 5
B	Good progression and short cycle lengths.	>5 and ≤10
C	Fair progression, longer cycle lengths.	>10 and ≤20
D	The influence of congestion becomes noticeable. Some unfavorable progression and long cycle lengths.	>20 and ≤30
E	Poor progression, long cycle lengths and cycle failures.	>30 and ≤45
F	Unacceptable to most drivers, arrival flow rates exceed the capacity of the intersection.	>45

Source: *Chapter 10, HCM-94, Transportation Research Board 1994.*

Table 3. Existing PM Peak-Hour Intersection Levels of Service and Stopped Delay

				Scenario 2001 Existing Conditions	
	INTERSECTION		Control	Delay (Sec/Veh)	LOS
1	Center St	Kelly St	Signal	20	C
2	Mission Blvd	A St	Signal	25	D
3	Foothill Blvd	A St	Signal	**75**	**F**
4	Mission/Foothill	Jackson	Signal	**322**	**F**
5	NB 880 Ramps	A St	Signal	26	D
6	SB 880 Ramps	A St	Signal	29	D
7	Hesperian Blvd	A St	Signal	43	E
8	Mission Blvd	Carlos Bee Blvd	Signal	49	E
9	Mission Blvd	Harder Rd	Signal	29	D
10	Mission Blvd	Tennyson Rd	Signal	15	B
11	Mission Blvd	Industrial Pkwy	Signal	41	D
12	Industrial Pkwy SW	Industrial Pkwy	Signal	20	C
13	NB-880 Ramps	Whipple Rd	Signal	**98**	**F**
14	SB-880 Ramps	Whipple-Dyer Rd	Signal	25	D
15	NB-880 Ramps	Industrial Pkwy	Signal	9	B
16	SB-880 Ramps	Industrial Pkwy	Signal	14	B
17	Hesperian Blvd	EB-SR92 Ramps	Signal	16	C
18	Hesperian Blvd	WB-SR92 Ramps	Signal	15	B
19	Industrial Blvd	EB-SR92 Ramps	Signal	20	C
20	Industrial Blvd	WB-SR92 Ramps	Signal	11	B
21	Clawiter Rd	EB-SR92 Ramps	4-way Stop	30	D
22	Clawiter Rd	WB-SR92 Ramps	4-way Stop	19	C
23	Hesperian Blvd	W. Industrial Pkwy	Signal	57	E
24	Santa Clara St	Jackson Rd	Signal	**123**	**F**
25	Santa Clara St	Winton Av	Signal	20	C
26	Hesperian Blvd	Winton Av	Signal	51	E
27	Santa Clara St	A St	Signal	20	C
Number of intersections with LOS E or F					8

Source: Dowling Associates, Inc. Selected counts from 1999 through 2001.
LOS calculated using TRAFFIX with 94 HCM methodology with 0.95 PHF

Table 4. Proposed Project PM Peak-Hour Intersection Levels of Service and Stopped Delay

	INTERSECTION		Scenario			
			2001 Existing Conditions		2025 Proposed Project	
			Delay (Secs)	LOS	Delay (Secs)	LOS
1	Center St	Kelly St	20	C	**83**	**F**
2	Mission Blvd	A St	25	D	20	C
3	Foothill Blvd	A St	**75**	**F**	**63**	**F**
4	Mission/Foothill	Jackson	**322**	**F**	34	D
5	NB 880 Ramps	A St	26	D	28	D
6	SB 880 Ramps	A St	29	D	13	B
7	Hesperian Blvd	A St	43	E	**584**	**F**
8	Mission Blvd	Carlos Bee Blvd	49	E	19	C
9	Mission Blvd	Harder Rd	29	D	21	C
10	Mission Blvd	Tennyson Rd	15	B	18	C
11	Mission Blvd	Industrial Pkwy	41	D	41	D
12	Industrial Pkwy SW	Industrial Pkwy	20	C	**64**	**F**
13	NB-880 Ramps	Whipple Rd	**98**	**F**	47	E
14	SB-880 Ramps	Whipple-Dyer Rd	25	D	32	D
15	NB-880 Ramps	Industrial Pkwy	9	B	8	B
16	SB-880 Ramps	Industrial Pkwy	14	B	10	B
17	Hesperian Blvd	EB-SR92 Ramps	16	C	**296**	**F**
18	Hesperian Blvd	WB-SR92 Ramps	15	B	17	C
19	Industrial Blvd	EB-SR92 Ramps	20	C	33	C
20	Industrial Blvd	WB-SR92 Ramps	11	B	26	D
21	Clawiter Rd	EB-SR92 Ramps	30	D	**754**	**F**
22	Clawiter Rd	WB-SR92 Ramps	19	C	13	C
23	Hesperian Blvd	W. Industrial Pkwy	57	E	**100**	**F**
24	Santa Clara St	Jackson Rd	**123**	**F**	**487**	**F**
25	Santa Clara St	Winton Av	20	C	21	C
26	Hesperian Blvd	Winton Av	51	E	25	C
27	Santa Clara St	A St	20	C	32	D
Number of intersections with LOS E or F				8		9

Source: Dowling Associates, Inc. Existing Conditions: Selected PM counts from 1999 through 2001.
2025 Project: ACCMA Countywide Model, dated August 2001

Table 5. Constrained Project PM Peak-Hour Intersection Levels of Service and Stopped Delay

	INTERSECTION		Scenario			
			2025 Constrained Project		2025 Proposed Project	
			Delay (Secs)	LOS	Delay (Secs)	LOS
1	Center St	Kelly St	**123**	**F**	**83**	**F**
2	Mission Blvd	A St	20	C	20	C
3	Foothill Blvd	A St	**152**	**F**	**63**	**F**
4	Mission/Foothill	Jackson	**63**	**F**	34	D
5	NB 880 Ramps	A St	21	C	28	D
6	SB 880 Ramps	A St	12	B	13	B
7	Hesperian Blvd	A St	**192**	**F**	**584**	**F**
8	Mission Blvd	Carlos Bee Blvd	17	C	19	C
9	Mission Blvd	Harder Rd	21	C	21	C
10	Mission Blvd	Tennyson Rd	18	C	18	C
11	Mission Blvd	Industrial Pkwy	43	D	41	D
12	Industrial Pkwy SW	Industrial Pkwy	23	C	**64**	**F**
13	NB-880 Ramps	Whipple Rd	23	C	47	E
14	SB-880 Ramps	Whipple-Dyer Rd	25	D	32	D
15	NB-880 Ramps	Industrial Pkwy	1	A	8	B
16	SB-880 Ramps	Industrial Pkwy	8	B	10	B
17	Hesperian Blvd	EB-SR92 Ramps	**316**	**F**	**296**	**F**
18	Hesperian Blvd	WB-SR92 Ramps	16	C	17	C
19	Industrial Blvd	EB-SR92 Ramps	36	D	33	C
20	Industrial Blvd	WB-SR92 Ramps	44	E	26	D
21	Clawiter Rd	EB-SR92 Ramps	**603**	**F**	**754**	**F**
22	Clawiter Rd	WB-SR92 Ramps	**55**	**F**	13	C
23	Hesperian Blvd	W. Industrial Pkwy	**144**	**F**	**100**	**F**
24	Santa Clara St	Jackson Rd	**560**	**F**	**487**	**F**
25	Santa Clara St	Winton Av	37	D	21	C
26	Hesperian Blvd	Winton Av	**147**	**F**	25	C
27	Santa Clara St	A St	18	C	32	D
Number of intersections with LOS E or F				11		9

Source: Dowling Associates, Inc. 2025 Project: ACCMA Countywide Model, dated August 2001
2025 Constrained: ACCMA Countywide Model, dated August 2001

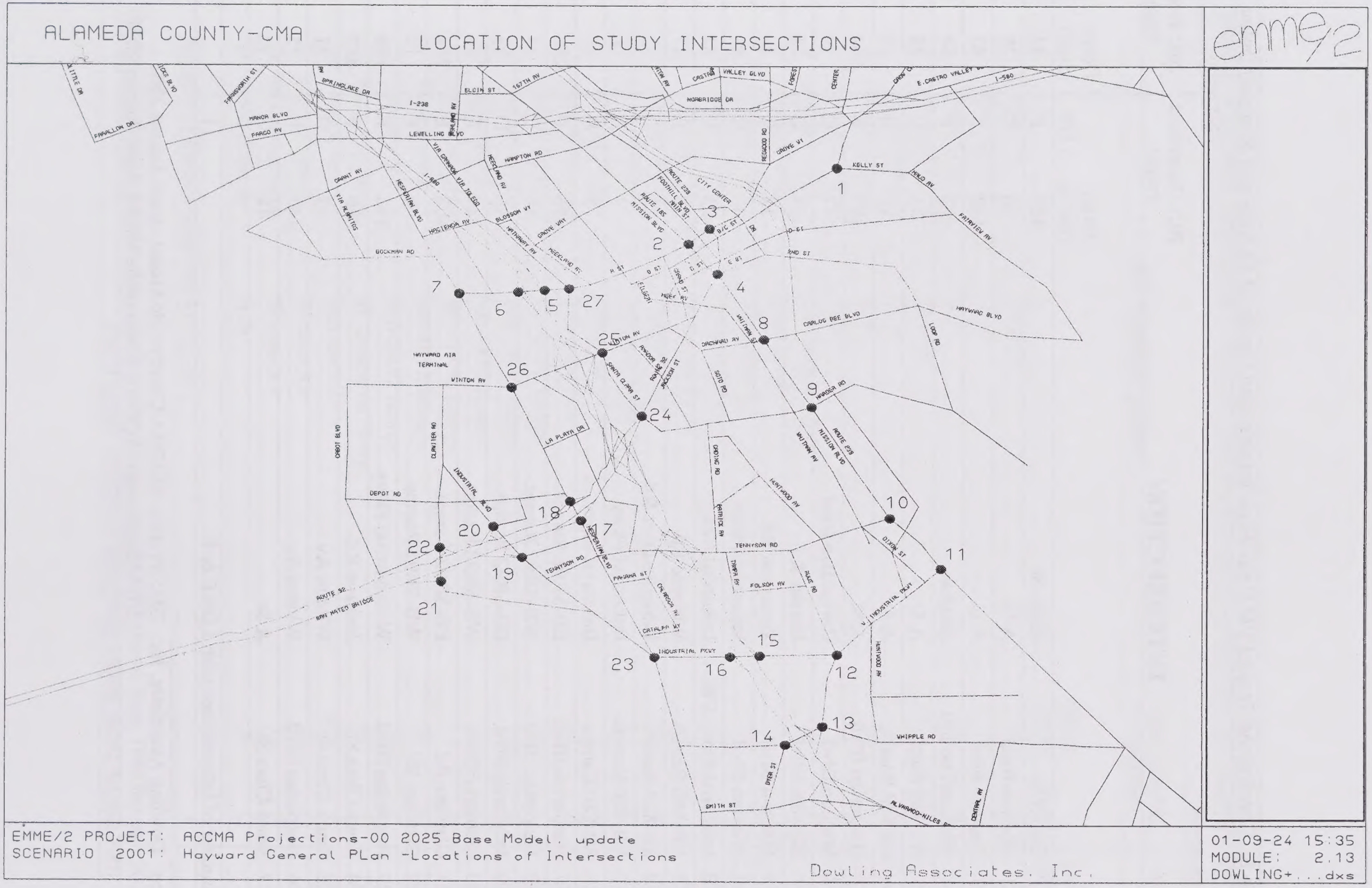

ALAMEDA COUNTY-CMA
LOCATION OF STUDY INTERSECTIONS
emme/2
1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25
26
27
EMME/2 PROJECT: ACCMA Projections-00 2025 Base Model. update
SCENARIO 2001: Hayward General PLan -Locations of Intersections
Dowling Associates. Inc.
01-09-24 15:35
MODULE: 2.13
DOWLING+...dxs

Figure 1
Location of Study Intersections

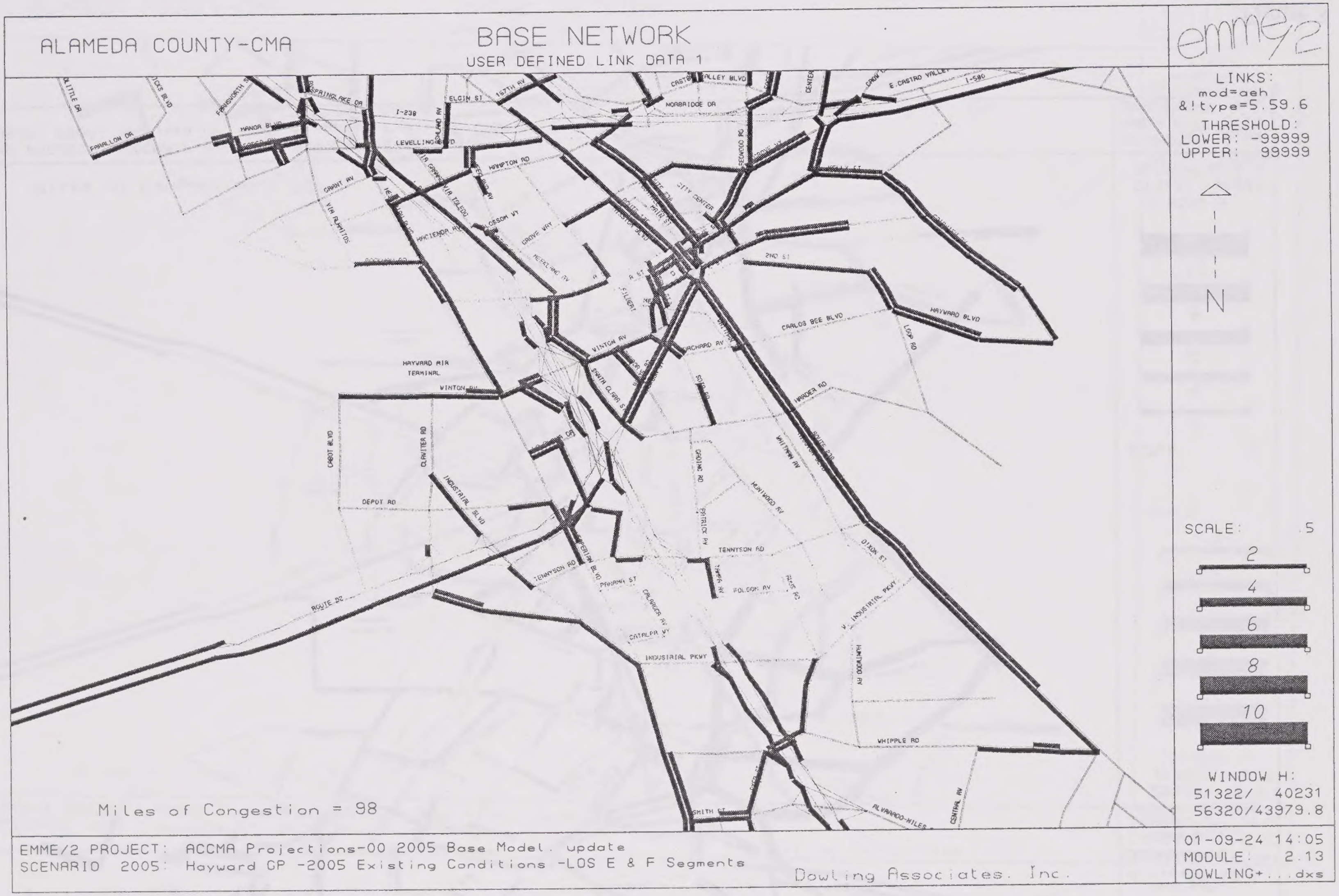

ALAMEDA COUNTY-CMA
BASE NETWORK
USER DEFINED LINK DATA 1
emme/2
LINKS:
mod=aeh
&!type=5.59.6
THRESHOLD:
LOWER: -99999
UPPER: 99999
N
SCALE: .5
2
4
6
8
10
WINDOW H:
51322/ 40231
56320/43979.8
Miles of Congestion = 98
EMME/2 PROJECT: ACCMA Projections-00 2005 Base Model. update
SCENARIO 2005: Hayward GP -2005 Existing Conditions -LOS E & F Segments
Dowling Associates. Inc.
01-09-24 14:05
MODULE: 2.13
DOWLING+...dxs
FARALLON DR
MANOR BLVD
SPRINGLAKE DR
I-238
ELGIN ST
157TH AV
CASTRO VALLEY BLVD
NORBRIDGE DR
E. CASTRO VALLEY
I-580
LEVELLING BLVD
HAMPTON RD
GRANT AV
VIA ALAMITOS
HACIENDA AV
LESSOM WY
GROVE WAY
CITY CENTER
2ND ST
HAYWARD BLVD
CARLOS BEE BLVD
LOOP RD
WINTON AV
HAYWARD AIR TERMINAL
SANTA CLARA ST
HARDER RD
CABOT BLVD
CLAWITER RD
DEPOT RD
INDUSTRIAL BLVD
ORCHARD AV
HUNTWOOD AV
PATRICK AV
TENNYSON RD
DIXON ST
FOLSOM AV
TENNYSON RD
ROUTE 92
CALAROGA AV
CATALPA WY
INDUSTRIAL PKWY
W. INDUSTRIAL PKWY
WHIPPLE RD
ALVARADO-NILES
CENTRAL AV
SMITH ST

Figure 2

Congested Roadway Segments (LOS E and F)

2005 Existing Conditions Network –PM Peak

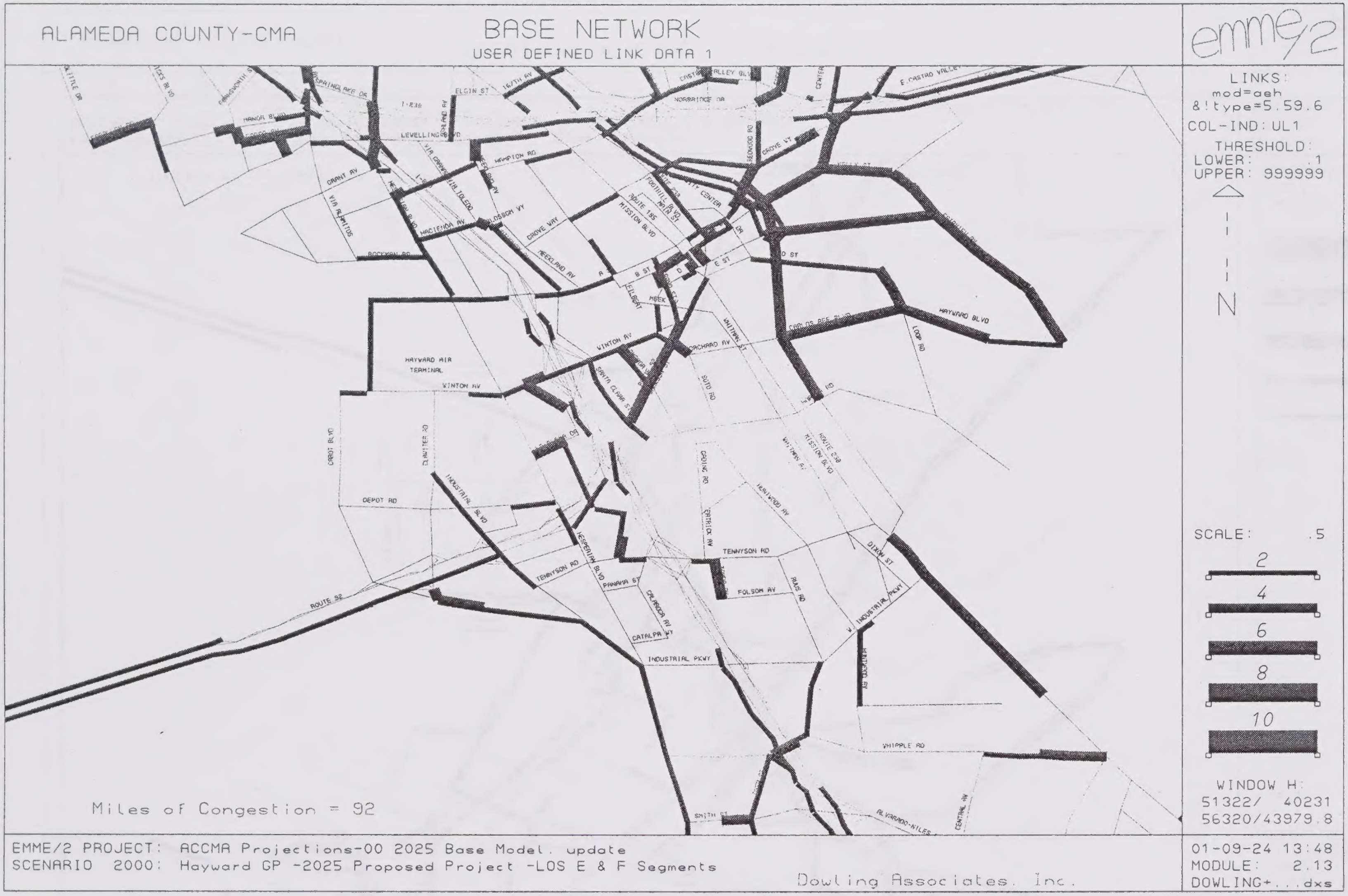

ALAMEDA COUNTY-CMA
BASE NETWORK
USER DEFINED LINK DATA 1
emme/2
LINKS:
mod=aeh
&!type=5.59.6
COL-IND: UL1
THRESHOLD:
LOWER: .1
UPPER: 999999
N
SCALE: .5
2
4
6
8
10
WINDOW H:
51322/ 40231
56320/43979.8
Miles of Congestion = 92
EMME/2 PROJECT: ACCMA Projections-00 2025 Base Model. update
SCENARIO 2000: Hayward GP -2025 Proposed Project -LOS E & F Segments
Dowling Associates. Inc.
01-09-24 13:48
MODULE: 2.13
DOWLING+...dxs
E. CASTRO VALLEY
CASTRO VALLEY BLVD
NORBRIDGE DR
SPRINGLAKE DR
ELGIN ST
16TH AV
I-238
LEWELLING BLVD
HAMPTON RD
GRANT AV
VIA ALAMITOS
HACIENDA AV
BLOSSOM WY
GROVE WAY
MEEKLAND AV
ROUTE 185
MISSION BLVD
FOOTHILL BLVD
CITY CENTER
B ST
D ST
E ST
HAYWARD BLVD
CARLOS BEE BLVD
LOOP RD
WINTON AV
ORCHARD AV
SANTA CLARA ST
HAYWARD AIR TERMINAL
CABOT BLVD
CLAWITER RD
DEPOT RD
INDUSTRIAL BLVD
GADING RD
PATRICK AV
HARDER RD
TENNYSON RD
HESPERIAN BLVD
PANAMA ST
CALAROGA AV
CATALPA WY
FOLSOM AV
RUUS RD
DIXON ST
W. INDUSTRIAL PKWY
INDUSTRIAL PKWY
ROUTE 92
WHIPPLE RD
SMITH ST
ALVARADO-NILES
CENTRAL AV
ROUTE 238
WHITMAN ST

Figure 3
Congested Roadway Segments (LOS E and F)
2025 Proposed Project Network –PM Peak

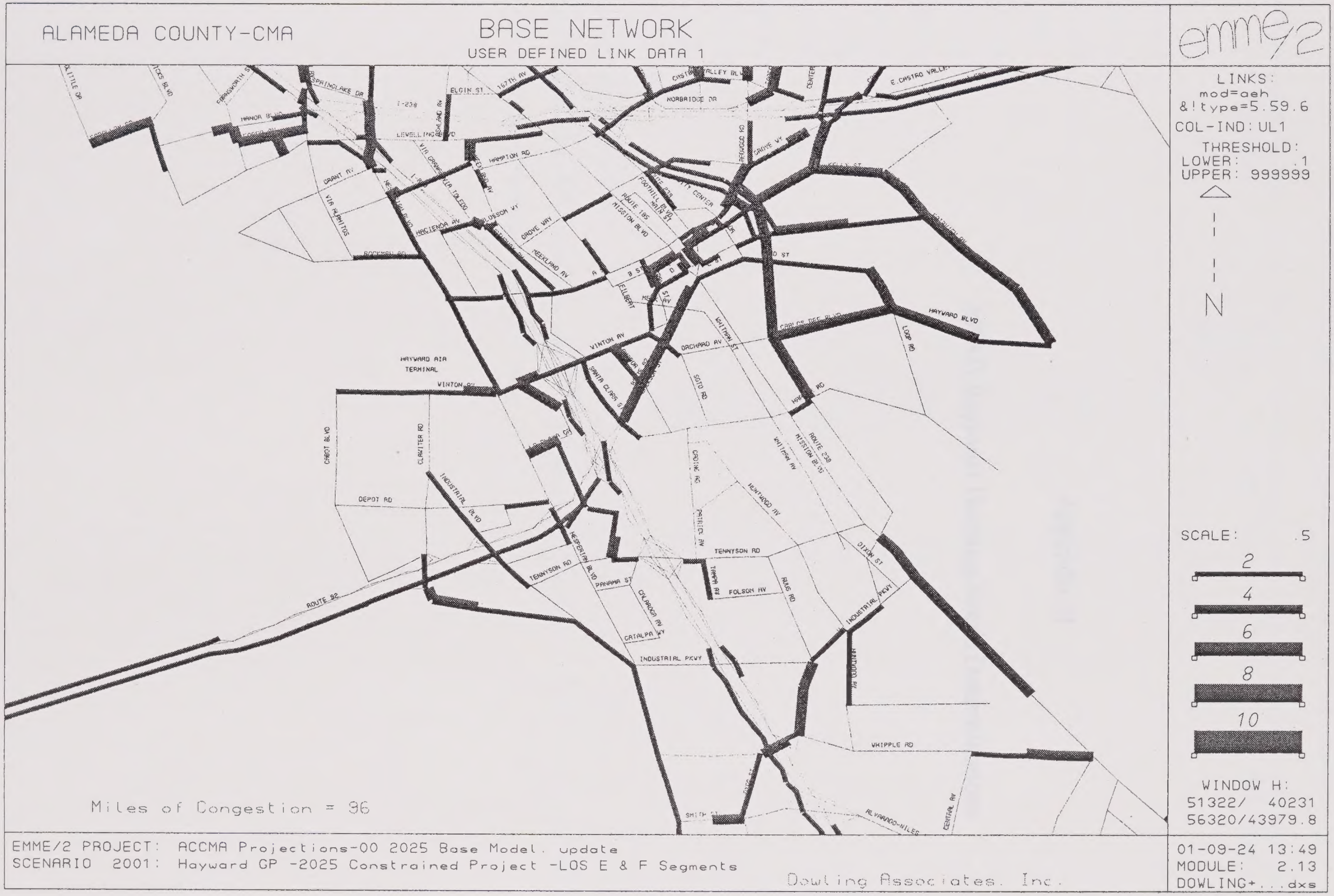

ALAMEDA COUNTY-CMA
BASE NETWORK
USER DEFINED LINK DATA 1
emme/2
LINKS:
mod=aeh
&!type=5.59.6
COL-IND: UL1
THRESHOLD:
LOWER: .1
UPPER: 999999
N
SCALE: .5
2
4
6
8
10
WINDOW H:
51322/ 40231
56320/43979.8
Miles of Congestion = 96
EMME/2 PROJECT: ACCMA Projections-00 2025 Base Model. update
SCENARIO 2001: Hayward GP -2025 Constrained Project -LOS E & F Segments
Dowling Associates. Inc.
01-09-24 13:49
MODULE: 2.13
DOWLING+...dxs
SPRINGLAKE DR
ELGIN ST
167TH AV
NORBRIDGE DR
E CASTRO VALLEY
MANOR BLVD
LEWELLING BLVD
HAMPTON RD
GRANT AV
VIA ALAMITOS
HACIENDA AV
GROVE WAY
MEEKLAND AV
GROVE WY
FOOTHILL BLVD
MISSION BLVD
CITY CENTER
D ST
B ST
HAYWARD BLVD
CARLOS BEE BLVD
LOOP RD
WHITMAN ST
ORCHARD AV
VINTON AV
SANTA CLARA ST
SOTO RD
HAYWARD AIR TERMINAL
WINTON AV
CABOT BLVD
CLAWITER RD
INDUSTRIAL BLVD
DEPOT RD
ROUTE 238
MISSION BLVD
WHITMAN AV
HUNTWOOD AV
PATRICK AV
TENNYSON RD
TAMPA AV
FOLSOM AV
RUUS RD
DIXON ST
INDUSTRIAL PKWY
HESPERIAN BLVD
PANAMA ST
CALAROGA AV
CATALPA WY
ROUTE 92
INDUSTRIAL PKWY
HUNTWOOD AV
WHIPPLE RD
ALVARADO-NILES
CENTRAL AV
SMITH ST

Figure 4

Congested Roadway Segments (LOS E and F)

2025 Constrained Project Network –PM Peak

Appendix H

ABAG Regional Housing Needs Determinations

Appendix H

ABAG Regional Housing Needs Determination

Jurisdiction	Total Projected Need	Very Low	Low	Moderate	Above Moderate
Alameda	2,162	443	265	611	843
Albany	277	64	33	77	103
Berkeley	1,269	354	150	310	455
Dublin	5,436	796	531	1,441	2,668
Emeryville	777	178	95	226	278
Fremont	6,708	1,079	636	1,814	3,179
Hayward	**2,835**	**625**	**344**	**834**	**1,032**
Livermore	5,107	875	482	1,403	2,347
Newark	1,250	205	111	347	587
Oakland	7,733	2,238	969	1,959	2,567
Piedmont	49	6	4	10	29
Pleasanton	5,059	729	455	1,239	2,636
San Leandro	870	195	107	251	317
Union City	1,951	338	189	559	865
Unincorporated Remainder	5,310	1,785	767	1,395	1,363
Alameda County Total	**46,793**	**9,910**	**5,138**	**12,476**	**19,269**

Note: Independent rounding may affect totals.

Appendix I

Housing Element Programs

Appendix I

Description of Housing Programs

This section provides a brief description of the federal, state, local governmental and private resources that are available to the City of Hayward to address housing needs. The second portion of this appendix presents policies, strategies and programs the City of Hayward will implement to address the community's housing needs.

A. HOUSING RESOURCES:

1. *Federal*

- **Community Development Block Grant (CDBG):** The City of Hayward receives an annual allocation of U.S. Department of Housing and Urban Development (HUD) Community Development Block Grant (CDBG) funds. The CDBG program allows the City to use federal funds to address specific local housing and community development needs. Until FY 2003, on average, the City of Hayward received an entitlement grant of $1,750,000 and had between $500,000 and $800,000 of program income generated by deferred loans for housing rehabilitation and construction. Over the past ten years, the average annual percentage of program funds spent on acquiring land and constructing or rehabilitating affordable housing has been 74%. The affordable housing includes new construction and rehabilitation of apartments, owner and renter occupied single family attached and detached homes, and mobile homes. When fair housing, landlord-tenant, and rental assistance programs are added, as well as supportive services for very low income Hayward residents, the average annual percentage of program funds expended for housing and neighborhood services was 82%. Recently, HUD increased the City's entitlement grant to $2,130,000.

- **HOME Investment Partnerships Program (HOME):** The City of Hayward receives funding from the HOME Investment Partnership through its participation in the Alameda County HOME Consortium. HOME funds can be used to acquire, rehabilitate, finance and construct affordable housing. On average, the City of Hayward receives about $450,000 each year. That allocation is "banked" with the Consortium until enough funds have been collected to acquire land and construct affordable housing.

- **Affordable Housing Program of the Federal Home Loan Bank Board (AHP):** The AHP provides gap financing as a subsidy to projects that provide affordable rental or ownership housing for a minimum of 15 years. These grants are competitive and a federally-chartered bank or savings and loan must be the grant applicant.

- **HUD Section 8 Rental Assistance Funds:** Section 8 is a federally funded, locally administered rental assistance program for low income families, senior citizens, and the disabled. The Alameda County Housing Authority administers the HUD Section 8 rental subsidy program for most Alameda County jurisdictions including the City of Hayward. The Housing Authority manages an allocation of approximately 1,600 vouchers for people living in Hayward.

- **HUD Section 202/811 Program Funds:** Funds are available on a competitive basis through the HUD Section 202 program for new construction of rental housing serving seniors and through the Section 811 program for housing for disabled persons.

- **Housing Opportunities for Persons with AIDS:** HUD makes funding available through the Housing Opportunities for Persons with AIDS (HOPWA) program for a variety of housing and supportive services activities for persons living with HIV and AIDS. The Alameda County Housing and Community Development (HCD) department administers the HOPWA program for Alameda County, under contract from the City of Oakland, which receives the HOPWA entitlement from HUD. HOPWA funded activities serve all Alameda County jurisdictions.

- **Supportive Housing Program (SHP):** This HUD program implements the McKinney Act and is designed to promote the development of supportive housing and services for homeless persons. SHP funds can be used for acquisition, rehabilitation, new construction, operating costs and supportive services.

2. *State*

- **California Department of Housing and Community Development:** The mission of HCD is to provide leadership, policies and programs to expand and preserve safe and affordable housing opportunities and promote strong communities for all Californians. HCD manages a variety of programs including:

    - **CalHome** - This program enables low and very-low income households to become or remain homeowners by providing grants to local public agencies and nonprofit developers to assist individual households through deferred-payment loans and forgivable loans to assist development projects involving multiple ownership units, including single-family subdivisions. Note: CalHome does not loan directly to individuals.

    - **Multifamily Housing Program** – This program assists with new construction, rehabilitation and preservation of permanent and transitional rental housing for lower income households by providing low-interest, deferred-payment loans. MHP funds will be provided for post-construction permanent financing only. Eligible costs include the cost of child care, after-school care and social service facilities integrally linked to the assisted housing units; real property acquisition; refinancing to retain affordable rents; necessary onsite and offsite improvements; reasonable fees and consulting costs; and capitalized reserves. Eligible funding recipients include: local public entities, for-profit and nonprofit corporations, limited equity housing cooperatives, individuals, Indian reservations and rancherias, and limited partnerships in which an eligible applicant or an affiliate of an applicant is a general partner. Applicants or their principals must have successfully developed at least one affordable housing project.

- **California Housing Finance Agency:** The California Housing Finance Agency (CHFA) provides various types of loans for the development and preservation of affordable housing.

CHFA also provides loan assistance to eligible homebuyers. The Housing Enabled by Local Partnerships (HELP) program provides affordable housing opportunities through program partnerships with local government entities consistent with local housing priorities.

- **Mortgage Revenue Bonds:** The City of Hayward may apply to the California Debt Limit Allocation Committee (CDLAC) for an allocation of mortgage bond authority to provide financing to developers of qualified rental developments.

- **Low Income Housing Tax Credits:** Affordable housing developers can apply to the State for an allocation of tax credits to finance low-income rental housing developments. The tax credits are syndicated in order to raise funds to develop affordable housing. The City supports and reviews applications for Tax Credits for the California State Tax Credit Allocation Committee.

3. *Local*

- **Low and Moderate-Income Housing Fund (Low/Mod Fund):** The City of Hayward Redevelopment Agency is authorized to use tax-increment financing to fund redevelopment projects in specific target areas. California State redevelopment law mandates that 20% of the tax-increment revenue generated by these projects must be set-aside to fund affordable housing. Until FY 2003-2004, increases in tax revenue in redevelopment project areas were anticipated to generate an annual average of approximately $500,000 in tax-increment funds for affordable housing. Due to expansions of the Redevelopment Area, the new annual amount of tax increment funds is approximately $950,000. These funds can be used for the acquisition, construction, and rehabilitation of all types of housing serving very low, low, and moderate-income households. Hayward has used these funds as gap financing to create affordable rental housing for very low income households and for the first time homebuyer program. Prior to FY 1998, all funds expended from the Low/Mod Fund were in support of very low income housing. Below is a table showing the amount and expected uses of RDA funds over the planning period.

Table F-1: Revenues and Expenditures for the Low/Mod Fund 1999-2006

	1999/2000	2000/2001	2001/2002	2002/2003	2003/2004	2004/2005	2005/2006
Total Revenues*	683,030	817,142	1,109,862	1,021,114	974,366	1,000,720	1,027,864
Program Operations	102,110	136,834	170,140	180,000	165,000	170,000	175,000
1st Time Homebuyers Down Payment Assistance	169,090	236,691	78,944	150,000	200,000	200,000	200,000
New Construction							
Moderate Income Housing	737,773	460,271	353,913	470,000			
Low Income Housing							
Very Low Income Housing	47,000				700,000	1,000,000	600,000
Total Expenditures							
Total Expenses	1,055,973	833,796	602,997	800,000	1,015,000	1,330,000	935,000
Revenue Minus Expenses	-372,943	-16,654	506,865	221,114	-90,634	-369,280	92,864

Source: Redevelopment Agency Audits 1999-2002 and Projections 2003-2006

* *includes property tax increment, interest earned, and other revenue in fund*

- **City of Hayward Housing Authority**: In addition to the City issuing multifamily or single family mortgage bonds directly, the City can issue those bonds through its housing authority for residential projects that have set aside at least 20% of the units for very low income households. The City Housing Authority contracts with the Alameda County Housing Authority to operate the jurisdiction's share of Section 8 program.

- **Publicly Owned Land:** The City of Hayward anticipates developing housing on Site Four in the Redevelopment Area during the period of this Housing Element Update.

- **Mortgage Credit Certificates:** The City of Hayward participates in the Alameda County Mortgage Credit Certificates (MCC) Program. The MCC Program provides additional federal income tax relief to low and moderate-income first-time homebuyers. Due a transfer in Single Family Mortgage Bond allocation from cities and counties to the California Housing Finance Agency by California Debt Limit Advisory Committee (CDLAC), the number of MCCs available has been severely reduced. The City's share of Alameda County's allocation has decreased from approximately 100 per year to about 20 per year.

- **Social Services Program:** The City of Hayward has a policy of allocating approximately $350,000 from the City's general fund for grants to nonprofit social services agencies that will conduct a variety of public service activities. Until FY 2003/2004, an additional $170,000 was available to fund special social service projects. Due to the California economy's impacts on City revenues, $350,000 is the maximum amount that will be allocated to social services programs for next several years.

4. *Private*

- **Community Reinvestment Act/ Banks and Savings and Loan Corporations:** The Community Reinvestment Act (CRA) requires private banks and lenders to provide financing for a variety of community-improvement projects. The City of Hayward works with a variety of private lenders to provide favorable terms for mortgages to first-time homebuyers, special financing for affordable rental projects and loans for small businesses. The CRA places a responsibility on financial institutions to address the credit needs of low-income families.

5. *Enforcement*

- **Community Preservation Program:** The City has eight inspectors who are responsible for resolving violations of the Community Preservation, Graffiti Abatement, Vehicle Abatement, Weed Abatement, Sign and Zoning Ordinances.

- **Residential Rental Inspection Program:** The City has four inspectors who are responsible for inspecting all residential rental units in the City on a rotating basis for compliance with the Uniform Housing Code. Units are also inspected on a complaint basis when that complaint is made by the current tenant.

B. EXPENDITURES FOR HOUSING PRODUCTION, CONSERVATION AND RELATED SERVICES 1990-2000

The following table lists the projects, number of units, type of units and type and amount of funding for the period 1990-2000.

Table F-2: EXPENDITURES FOR HOUSING PRODUCTION, CONSERVATION AND RELATED SERVICES 1990-2000

Project Name	Project Description	Total Units	Income Limit	Funding Source				
				LM Fund	HOME	CDBG	MRB	TOTAL
Allied Housing	New construction of transitional housing	28	Very Low			$100,000		$100,000
B St. Bungalows	New construction of ownership housing	4	Low			$800,000		$800,000
Community Resources for Independent Living	Housing-related services for special needs		Very Low			$280,000		$280,000
DCARA Deaf House	Financing for transitional shelter	6	Very Low			$430,000		$430,000
EC Magnolia Court	New construction of disabled rental housing	21	Very Low	$288,000				$288,000
Eden Council for Hope and Opportunity	Fair Housing services		Very Low			$1,300,000		$1,300,000
Eden Information and Referral	Housing-related services		Very Low			$311,000		$311,000
FESCO	Emergency Shelter	5	Very Low			$214,000		$214,000
Glen Berry	New Construction of affordable rental housing	50	Very Low	$680,000	$500,000	$179,000		$1,359,000
Glen Eden	New Construction of affordable rental housing	36	Very Low	$490,000		$129,000		$619,000
Green Shutter	Rehabilitation of an SRO apartment complex	63	Very Low	$650,000				$650,000
GT Arms	Home ownership assistance	8	Moderate	$907,000				$907,000
Harris Court	Acquisition and rehab of affordable rental housing	24	Very Low	$275,000	$990,000			$1,265,000
Human Outreach Agency	Homeless Shelter	18	Very Low			$282,000		$282,000
First Time Homebuyer Assistance Program	Home ownership assistance	150	Moderate	$860,000				$860,000
Down Payment Assistance Program	Home ownership assistance	35	Low			$1,100,000		$1,100,000
Housing Conservation Loan Program	Residential rehab for families and seniors	90	Low / Very Low			$4,100,000		$4,100,000
Minor Home Repair Program	Residential Rehab for Seniors and Disabled Owners	530	Low / Very Low			$1,500,000		$1,500,000
SAVE/WINGS	Transitional Housing	14	Very Low			$370,000		$370,000
Spring Court	Home ownership assistance	32	Moderate	$300,000				$300,000
Tennyson Gardens	Acquisition and rehab of affordable rental housing	96	Low		$800,000		$6,450,000	$7250000
The Timbers	New construction of affordable rental housing	27	Low				$9,500,000	$9,500,000
Westporte Duets	New construction of affordable ownership housing	18	Low			$360,000		$360,000
	TOTAL	**1,255**		**$4,450,000**	**$2,290,000**	**$11,455,000**	**$15,950,000**	**$34,145,000**

C. HOUSING PROGRAM GOALS

The law requires the City to provide a program that sets forth a five-year schedule of actions the City will undertake or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element. In order to make adequate provision for the housing needs of all economic segments of the community, the program shall do all of the following:

New Housing Development:
In accordance with Housing Element Law, the City of Hayward has a goal of developing the following number of housing units—

- 625 units for very low-income households;
- 344 units for low-income households;
- 834 units for moderate-income households;
- 1,032 units for above moderate-income households

The City of Hayward has a total of 20.81 acres of vacant land and 49.43 acres of underutilized land zoned for high-density residential development with a total housing development potential of 1,276 units. The City has 37.5 acres of vacant land and 14.7 acres of underutilized land zoned for medium-density residential development with a total housing development potential of 507 units. The City has 124.9 acres of vacant land and 56.92 acres of underutilized land zoned for single-family residential development with a total housing development potential of 1,087 units. The attached map identifies specific sites for residential development.

According to the ABAG needs determination, the majority of units that will need to be developed in Hayward are for moderate and above moderate-income households. These needs can be served by the private sector creating new market-rate housing. There are, however 625 units of housing for very low-income households and 344 units for low-income households will need to be developed. Meeting this need will require assistance from the Federal, State, and City/Redevelopment Agency resources.

Since the majority of Hayward is built-out, urban services including public services and facilities are available throughout the City.

Quantified Objectives
It is anticipated that based on the supply of land appropriate for residential development, the activities of private developers and the activities of developers working with the City of Hayward to provide housing affordable to lower-income households that the total residential development activity will meet the ABAG Regional Housing Needs Determination with the exception of approximately 42 units of housing for above moderate income households. Residential development activity in Hayward for the period of 1999 through 2006 will include the following activities, new construction, rehabilitation and conservation. New construction projects may include the creation of new housing units by private developers and developers working with the City to create affordable housing. Residential rehabilitation projects will include the City's on-going rehabilitation programs and acquisition and rehabilitation projects conducted by private developers. Conservation programs will include the City's effort to secure

long-term affordability requirements for existing developments that have expiring affordability restrictions.

The following table presents quantified objectives, by income category, for new construction, rehabilitation and conservation.

Table F-3: Quantified Objectives for the Planning Period 1999-2006

Household Income	New Construction (units)	First-Time Homebuyer Assistance		Property Rehabilitation (units)	Housing Conservation (units)
		Homebuyer Workshops	Loans*		
Very Low	625	0	0	300	57
Low	344	500	0	4,090**	0
Moderate	834	1,600	100	0	0
Above Moderate	1,032	0	0	0	0
TOTAL	**2,835**	**2,100**	**100**	**4,390**	**57**

** only includes down payment assistance loans made directly by the City; does not include first mortgage loans made by the City's participating lenders*

***includes repairs made as a result of the rental inspection program.*

Units Needing Rehabilitation/Conservation:
Since the many of Hayward's single-family units were built between 1950 and 1960 and the majority of multifamily units were built between 1960 and 1980, housing rehabilitation is a very important program activity for Hayward. Approximately, 4,000 rental units will brought up to code during this period due to the City's Residential Rental Inspection Program. Approximately, 400 conventional and mobile homes will receive repairs through the City's property rehabilitation programs.

Housing Units Needing Replacement:
There are few units in Hayward that are so blighted that they need to be replaced. In the past ten years, there were approximately 40 units that required demolition. When Hayward's Redevelopment Agency or Community Development Block Grant funded program demolish low income housing, that housing unit must be replaced on a one-for-one basis with a unit of the same type (e.g. three bedroom units must be replaced with the same, although houses can be replaced by apartment units).

Preservation of Existing Affordable Units:
The City of Hayward will make every effort to preserve and extend the affordability requirements of existing multifamily developments. Whenever possible, the City will work with local nonprofit affordable housing developers to acquire subsidized housing developments at risk of converting to market rate. There are only 57 units at-risk during this planning period. Staff discussed preservation options with the owner. However, the owner told City staff that these

units would need to be raised to market in 2004 and that he was not interested in selling the development.

SECTION D: POLICIES, STRATEGIES AND PROGRAMS

Please Note:

- Policies appear in UPPER CASE LETTERS; Strategies appear in *italics* and Programs appear in standard 12 point type)
- The financing under each program, identifies the revenue source(s) that may be used to fund a given program and does not represent a specific commitment of funds. Funding commitments are made by City Council through the City Budget.

I. EXPAND THE HOUSING SUPPLY

POLICY 1.0: ENCOURAGE THE PROVISION OF AN ADEQUATE SUPPLY OF HOUSING UNITS IN A VARIETY OF HOUSING TYPES WHICH ACCOMMODATE THE DIVERSE HOUSING NEEDS OF THOSE WHO LIVE OR WISH TO LIVE IN THE CITY.

Strategy 1.1: Maintain an adequate supply of land designated and zoned for residential use at appropriate densities to meet housing needs consistent with the objective of maintaining a balance of land uses.

Program 1.1.1: Ensure that there is sufficient capacity to accommodate the dwelling units needed to maintain a jobs/housing balance by evaluating the remaining housing potential in relation to the projected housing need based on population and employment forecasts.

Implementation:

- The Planning Division will implement this program by monitoring the demand for housing and the availability of vacant and underutilized land.
- If there is an insufficient amount of vacant and underutilized residentially-zoned land to support the Regional Housing Needs Determination, then the City Council will consider rezoning residential, commercial, or industrially-zoned land to appropriate residential densities.

Financing: None required

Time Frame:

- As projects are approved.
- On an annual basis, the Advance Planning Program will generate a table that shows remaining housing potential.
- During the year it is established that an insufficient amount of vacant and underutilized residentially-zoned land exists, Planning staff will prepare and present to City Council recommendations for the locations of and type(s) of rezoning needed to assure an adequate

supply of land at appropriate residential densities.

Program 1.1.2: Identify opportunities for increased housing potential (land and/or densities) citywide in order to accommodate the citywide need for new dwelling units.

Implementation:
- The Planning Division and the Redevelopment Agency will implement this program by developing Area Plans that assess the feasibility of residential development throughout the city and within the Redevelopment Area.
- As plans are adopted land will be rezoned as appropriate.
- It is not known at this time what densities will be proposed for various sub-areas, except the Cannery Area, because the establishment of densities and the expected development capacity to be achieved are part of the plan development phase.

Financing: General Fund.

Time Frame:
- In 2001, the Cannery Area Design Plan was adopted.
- The South Hayward BART Area Plan is scheduled to be developed in FY 2003.
- A plan for the Mt. Eden neighborhood is scheduled to be developed in FY 2003.

Strategy 1.2: Promote development of infill housing units within existing residential neighborhoods in a variety of housing types.

Program 1.2.1: Identify sites throughout Hayward that may be appropriate for infill housing and make this information available to developers who express interest in developing residential projects.

Implementation:
- The Neighborhood and Economic Development Division and the Redevelopment Agency implemented this program by identifying potential sites on the City's map of vacant and underutilized properties. The map will be updated as potential infill sites are identified as part of the process of developing plans for Redevelopment sub-areas.
- In 2001, the Redevelopment Agency adopted a "Cannery Area Design Plan" that describes the City/Agency's plans for development in that area. The Plan contains the adopted densities, types and numbers of units for the area. At least 90 units will be restricted to occupancy by very low (36 units) and low-mod households (54 units).
- An RFP was issued to development groups to obtain a developer for the major portion of the Area.

Financing: Redevelopment funds

Time Frame:

- Vacant and underutilized sites were identified as part of the research effort for the Housing Element.
- As soon as it is completed in 2003, the Vacant and Underutilized Parcel Map will be displayed in the City's Permit Center for review by any developer interested in residential infill projects.
- The Cannery Area Design Plan was adopted and has been available to developers since 2001.
- Unfortunately the recent downturn in the economy has impacted the ability to simultaneously carry out both the private housing development and the public facilities portions of the Design Plan. The Agency anticipates re-issuing the RFP for housing development in 2004 in coordination with the Hayward Unified School District's application to the State by the for bond funds to build a new elementary school.

Program 1.2.2: The City shall apply condominium construction and parking standards to new rental housing developments.

Implementation: Planning and Building Inspection staff will apply condominium construction and parking standards to new rental housing development in order to ensure that the design of rental housing is equivalent to that of for-sale units.

Financing: General Fund

Time Frame: As projects are proposed

Strategy 1.3: Encourage medium and high-density residential and mixed-use development along major arterials and near major activity or transit centers.

Program 1.3.1: Designate areas along major arterials and near major activity or transit centers for medium and high-density residential development. Amend Commercial zones to allow residential development above commercial uses along major arterials. In addition, encourage planned development zoning that includes mixed commercial and residential uses.

Implementation:

- The 2002 Updated General Plan designates areas along major arterials and near major activity or transit centers for medium and high-density residential development.
- By 2000, commercial zones were amended to allow residential development above commercial uses along major arterials.
- On an on-going basis, Planning Division staff inform developers looking for building sites about the zoning and development potential along major arterials and encourage planned development (PD) that implements smart growth principles.
- Since 2002, multicolored citywide zoning and land use maps have been displayed in the Permit Center for all interested parties to review.
- By the end of FY 2003, the City will place the zoning and land use maps on the City's web

site so that they is available to all interested parties.

Financing: None required.

Time Frame:
- Whenever inquiries are made about areas for potential development or whether a development concept is appropriate for a given area, Planning staff will inform those inquiring about the potential for development along major arterials.
- In addition, staff will inform residential developers of the opportunity to have pre-application meetings with City development process staff to discuss concepts including planned development.
- As soon as the zoning and land use maps are on the City's web site, information regarding same will be put on the government access cable television channel and callers with zoning inquiries will be encouraged to use the website.

Program 1.3.2: As appropriate, allow reductions in parking requirements for housing developments in close proximity to major transit routes (BART and express bus lines) or major activity centers.

Implementation:
- Continue to allow residential developments in the Downtown to have fewer parking spaces per unit than elsewhere in Hayward (1.5 per unit vs. up to 2.25 per unit) to encourage transit-oriented development.
- Consider changes in the City's off-street parking regulations for housing developments within 1/2 mile of the South Hayward BART Station to encourage transit-oriented development.

Financing: None required

Time Frame: These changes will be considered as part of the South Hayward BART Station Area Concept Plan is completed in 2004.

Strategy: 1.4: Explore ways to allow expansion of existing dwellings while maintaining the integrity of neighborhoods.

Program 1.4.1: Consider reducing rear setback requirements in existing single family neighborhoods to allow owners to build additional bedrooms and bathrooms to their homes to reduce overcrowding.

Implementation:
- Planning staff will undertake this review and make recommendations to Council when the Zoning Ordinance is revised.
- If a change in the Zoning Ordinance is adopted to allow expansion of existing dwellings, that information will be listed on the City's TV channel's scrolling bulletin board.

- Additionally, such bedroom and bathroom additions will then become an eligible activity under the City's property rehabilitation programs serving lower income households.

Financing: CDBG funds for housing rehabilitation for lower income Hayward residents.

Time Frame: The Zoning Ordinance is scheduled for revision in FY 2003.

Strategy: 1.5: Encourage developers to create residential units that accommodate varied household sizes and income levels.

Program 1.5.1: Include a mix of housing types for households at various income levels in area design plans.

Implementation:

- As the City develops area design plans a mix of housing types will be included.
- In addition, any acquisition and rehabilitation or new construction projects financed by City Housing Authority mortgage revenue bonds will contain units affordable to households at various income levels, including households at or below 50% of area median income.
- If the City adopts an Inclusionary Ordinance, then new residential development will provide for the range of income groups specified for various development types.

Financing: Redevelopment Low and Moderate-income Housing Fund and Mortgage Revenue Bonds and Low Income Tax Credits

Time Frame: As plans are developed. For example, the Cannery Area Design Plan was developed in FY2001 and the South Hayward BART Area Concept Plan will be completed in 2004. See Strategy 4.3 in regard to the Inclusionary Ordinance.

2. CONSERVE THE HOUSING STOCK

POLICY 2.0 ENSURE THE SAFETY AND HABITABILITY OF THE CITY'S HOUSING UNITS AND THE QUALITY OF ITS RESIDENTIAL AREAS.

Strategy 2.1: Maintain and upgrade residential areas through abatement of nuisances and provision of needed public improvements.

Program 2.1.1 Continue to implement the City's Community Preservation (CP) Ordinance and revise it to make the Ordinance more comprehensive and easier to enforce. Continue to enforce the Building, Housing, Mechanical, Electrical, Plumbing and Fire Codes to ensure decent, safe and sanitary housing.

Implementation:

- In 2002, the CP Ordinance was revised to be more comprehensive and more specific for improved enforcement.
- In 2003, an Administrative Citations Ordinance was adopted by the City. This ordinance makes violations of City Codes subject to an administrative citations process that is designed to speed and improve enforcement efforts.
- Community Preservation enforces the CP Ordinance, the Sign Ordinance and the Zoning Ordinance. The Building Division enforce the Uniform Building, Housing, Mechanical, Electrical and Plumbing Codes and the Fire Code.

Financing: General Fund

Time Frame:

- A revised CP Ordinance was adopted in 2002.
- Code enforcement continues on an ongoing basis.

Strategy 2.2: Maintain and upgrade the housing stock by encouraging the rehabilitation, maintenance and upkeep of residential properties. Maintain a supply of various types of rental housing for those who do not have the desire or the resources to purchase homes.

Program 2.2.1: Operate property rehabilitation programs that assist low-income households.

Implementation:

- Programs operated by the City include, but are not limited to: minor home repairs, accessibility repairs, and substantial rehabilitation. The City spends more than $800,000 each year in CDBG funds on property rehabilitation projects.
- Eligible housing stock includes conventional and mobile homes and multifamily housing. Please note: The City of Hayward is one of the few jurisdictions that provides deferred loans to mobile home owners to bring their properties up to code and make general property improvements.
- Eligible owners include: Seniors, persons with disabilities and low-income families and investor-owners of rental property that houses lower income households.

Financing: Community Development Block Grant, HOME Investment Partnership funds, Low/ Mod Fund and Mortgage Revenue Bond monies and other federal, state and private funds as available.

Time Frame:

- CDBG funds are available on an annual basis.

- The City uses other funding (such as Mortgage Revenue Bonds) in conjunction with specific projects.

Strategy 2.3: Continue to implement the Residential Rental Inspection Program and explore whether changes are needed to maintain a quality housing stock.

Program 2.3.1: To ensure habitability of rental units, continue to inspect residential buildings and require correction of deficiencies. Revise the Residential Inspection Ordinance to improve habitability and compliance.

Implementation and Time Frame:
- Inspection of residential buildings by City Rental Housing Inspection staff and correction of deficiencies is mandatory.
- The Residential Rental Inspection program was revised in 2003 to focus on the areas that have the highest percentage of rental housing. The turn-around time has been shortened from 5-7 years to 3.5 years for these areas. In the non-focus areas, there will be "spot checks" approximately 10% of the housing will be inspected on a regular basis every 3.5 years.
- Individual units will be inspected as complaints are received.

Financing: General Fund

3. SUPPORT OWNER-OCCUPIED HOUSING

POLICY 3.0: ENCOURAGE THE DEVELOPMENT OF OWNERSHIP HOUSING AND ASSIST TENANTS TO BECOME HOMEOWNERS IN ORDER TO REACH A 70% OWNER-OCCUPANCY RATE, WITHIN THE PARAMETERS OF FEDERAL AND STATE HOUSING LAW

Strategy 3.1. Provide down payment and closing costs assistance loans in order to encourage homeownership opportunities. Conduct first time homebuyer workshops to prepare people for homeownership. Engage in periodic outreach to Hayward renters to inform them about the availability of homeownership workshops and other forms of assistance

Program 3.1.1. Continue to operate the City's first time homebuyer program and change loan amounts and terms in accordance with changes in the housing market to better assist eligible home buyers.

Implementation:

The Homeownership Coordinator conducts the following program activities:
- Conduct at least 18 first time home buyer workshops each year, including four in Spanish.

- Coordinate 12 Hayward Lender's Round Table, networking with local real estate professionals, title companies and lenders.
- Make presentations to community groups about the Hayward First-Time Homebuyers Program.
- Counsel potential homebuyers about credit and other issues.
-

Loans terms are:

  - Up to $20,000 may be borrowed for down payment and closing cost assistance;
  - Term is for 30 years;
  - Interest rate is set at the Federal Home Loan Bank 11th District cost of funds which is currently 2.21%
  - Maximum sales price is $330,000

-

Periodically, as sales prices change, the City Manager authorizes changes in the maximum sales price and changes in the loan amount.

Financing: Low and Moderate Housing Fund

Time Frame: These activities take place monthly throughout the year.

Strategy 3.2: Develop monitoring programs to assess the potential cumulative effects of these homeownership programs.

Program 3.2.1: Continue to monitor the cumulative effects of homeownership programs on the overall housing stock in Hayward.

Implementation: Advance Planning staff monitor these impacts as part of the General Plan annual review.

Financing: None Required

Time Frame: Continuing effort

4. DEVELOP AFFORDABLE HOUSING

POLICY 4.0. ENSURE THAT THE CITY'S HOUSING STOCK CONTAINS AN ADEQUATE NUMBER OF DECENT AND AFFORDABLE UNITS FOR HOUSEHOLDS OF ALL INCOME LEVELS.

Strategy 4.1: Generate housing affordable to low and moderate-income households through participation in federal and state housing subsidy and mortgage bond programs and in county or non-governmental programs.

Program 4.1.1: To generate new affordable housing for very low, low and moderate-income Hayward residents, the City will continue to utilize the Tax-Exempt Multifamily Mortgage Revenue Bond program, Low Income Tax Credits and all other sources of federal, state and local financing to create affordable housing.

Implementation:

- The Neighborhood and Economic Development Division and the Redevelopment Agency assist residential developers in the acquisition, rehabilitation or new construction of affordable housing by --
    - providing them with information and materials needed to compete successfully for state and federal funds;
    - providing them with information about financial resources available;
    - by making "gap financing" loans.
- If a source of funds for affordable housing requires that the City, rather than the developer, apply for funds, then the City will make application to the appropriate funding source.
- The City has a Housing Authority through which it issues tax-exempt multifamily mortgage bonds to construct new or acquire and rehabilitate rental housing. This form of financing is available to developer(s) whose project is located in an appropriate residential zone and meets the City's design guidelines.
- The City's primary partner in the development of affordable housing has been Eden Housing, Incorporated (EHI). EHI is a Hayward-based nonprofit developer and property manager of permanently affordable housing developments. Over that time, EHI has developed more than 1,250 units in 23 developments throughout Hayward.
- In the FY 2003 budget, the City has provided CDBG pre-development funds to EHI to develop a 50-75 unit affordable housing project for lower income families.

Financing:

- Federal, state and local resources, including Community Development Block Grant funds, HOME Investment Partnership funds, Low/Moderate Fund monies and loans from private sector lenders.
- Although many sources of funds are listed above, the cost to develop a 50 unit project can be $15 million or more. This generally requires the use of all available public and private funding sources. The "financing gap" for such projects can be between $2 - $5 million in order to permanently reduce rents so that they are affordable to very low and extremely low income households.

Time Frame: Continuing effort as projects are proposed.

Program 4.1.2. To provide rent subsidies to very low-income households who would otherwise be unable to afford housing, the City will continue to contract with the Alameda County Housing Authority to operate the Section 8 program in Hayward.

Implementation: Alameda County Public Housing Authority staff will implement this program.

Financing: Federal Section 8 Program

Time Frame: Continuing effort

Strategy 4.2: Periodically review the City's development process system to reduce delays or impediments to the development of new housing or the acquisition and/or rehabilitation of existing housing.

Program 4.2.1. Continue to review and improve the City's development process system.

Implementation: The City Manager, Fire Department, Public Works and the Planning and Building Divisions of the Community and Economic Development Department evaluate the City's development process to improve its efficiency and effectiveness.

Financing: None Required

Time Frame: Meetings are conducted quarterly.

Strategy 4.3. Consider an inclusionary zoning ordinance as a means of increasing the supply of affordable housing and reducing geographic concentration.

Program 4.3.1. Prepare an inclusionary zoning ordinance that requires that any new residential development (single family or multifamily) provide a minimum number of moderate, low and very low-income units. In-lieu fees may be assessed to meet the developer's obligation.

Implementation: Neighborhood and Economic Development Division and the City Attorney's Office will prepare the ordinance and implement this program.

Financing: None Required

Time Frame:

- In April 2003, a draft Inclusionary Ordinance was discussed in Worksession with City Council.

- In June 2003, the City Council adopted an inclusionary housing ordinance.

Strategy 4.4. Review any proposed disposition of surplus public land within the City limits to determine its suitability as a site for low-income housing.

Program 4.4.1: To increase the number of sites available for low-income housing development, the City will continue to review any proposed disposition of surplus public land within the City limits. Where consistent with adopted land use plans and standards, make proposals for assisted housing the highest priority (e.g. parks have highest priority in under-served areas).

Implementation and time frame:

- Neighborhood and Economic Development Division review the City's surplus property list on a quarterly basis to identify sites.
- In addition, the City's Real Property Associate (responsible for surplus property) has been requested to identify sites for affordable housing when a site is entered on the list.
- The Community and Economic Development Department is on the list of other public agencies with property located in Hayward in order to receive their notices of surplus property. These notices are reviewed by the Neighborhood and Economic Development Division to identify available sites.

Financing: None needed.

Strategy 4.5. Use Redevelopment Agency resources to generate affordable housing within the Redevelopment Project Area and throughout the City, consistent with State law.

Program 4.5.1: Low and Moderate-Income Housing Funds will be used to leverage additional funds for the development of housing for very low, low, and moderate-income Hayward residents

Implementation: Neighborhood and Economic Development Division and the Redevelopment Agency will implement this program in accordance with State Redevelopment Law production and replacement requirements.

Financing: Low and Moderate-Income Housing Fund

Time Frame: Continuing effort as projects are developed.

Program 4.5.2: Spend Low/Mod Fund monies to assist moderate, low and very low income households in the same ratio as units for those households were allocated through the Regional Housing Needs Determination. Agency funds will be used to provide direct or indirect financial assistance to affordable housing developments, both within and outside the Redevelopment Project Area.

Implementation:

- Neighborhood and Economic Development will monitor the Low/Mod Fund to ensure that expenditures from this fund during a ten year period serve the proportion of very low, low and moderate-income households as Hayward's allocation under the Regional Housing Needs Determination.
- The first priority for the use of Low/Mod Fund monies is in the Redevelopment Area, particularly for "gap financing" of affordable housing on Site 4 and in the Cannery Area.

Financing: Low and Moderate-Income Housing Fund

Time Frame:

- Continuing effort as projects are proposed.
- Expenditures from the Low and Moderate-Income Housing Fund will continue to be reviewed annually to determine the percentage of funds spent on each income group and plan adjustments as necessary.

5. SUPPORT "SPECIAL NEEDS" HOUSING

POLICY 5.0 ENSURE THAT SPECIAL NEEDS HOUSEHOLDS HAVE A VARIETY OF HOUSING UNITS FROM WHICH TO CHOOSE AND THAT THE EMERGENCY HOUSING NEEDS OF HAYWARD HOUSEHOLDS ARE MET.

Strategy 5.1 Analyze the special housing needs of the elderly, the disabled, female headed households, large families, and homeless persons and families as required by State law.

Program 5.1.1: Review 2000 Census data to determine the types of special needs of Hayward residents.

Implementation and Time Frame:

- Neighborhood and Economic Development staff have analyzed the 2000 Census data and identified special housing needs.
- Neighborhood and Economic Development staff will work with developers of affordable housing to ensure, in as much as possible, that the special needs of these groups will be met in residential development projects as they are being developed.
- In FY 2003, this data will be discussed with CRIL, homeless shelters and other agencies that serve special needs households to determine whether their programs meet the identified needs and whether any program changes are needed.

Financing: None Required

Strategy 5.2 Promote emergency housing programs that prevent or relieve homelessness.

Program 5.2.1: Utilize available resources to support emergency shelters, transitional housing and support services which directly benefit homeless households.

Implementation:

- Every year, Neighborhood and Economic Development staff provide information to local nonprofit organizations that serve the homeless, informing them about the availability of and process for obtaining grants from CDBG and Social Services funds.
- Once funds are allocated, staff monitors programs to ensure that those in need are being served appropriately.
- The City participates in the Alameda County Continuum of Care in support of programs that relieve homelessness.

- In FY 2003, Neighborhood and Economic Development Division participated in the Alameda County homeless count.
- Annually, the City utilizes its CDBG and General Fund monies to fund services in two homeless shelters, one transitional housing development, one motel voucher program, two food programs for the homeless, one program providing court support for survivors of domestic violence and one information and referral telephone line for homeless and low income households.

Financing: General Revenue funds, CDBG, and Federal and State Supportive Housing Programs.

Time Frame: Continually

Program 5.2.2**:** To prevent homelessness, the City will continue to assist programs that assist households to retain their housing (e.g. landlord-tenant mediation services and short-term rent/mortgage assistance programs).

Implementation:

- The City funds and provides technical assistance to the following homelessness prevention programs:
    - ECHO's rental assistance and landlord tenant programs;
    - CRIL's housing counseling for people with disabilities; and
    - Eden I&R's CHAIN Line (for affordable housing information).

Financing: CDBG Funds

Time Frame: Annually

Program 5.2.3: The City will monitor and evaluate the impact of Hayward's zoning requirements for homeless shelters and, if necessary, revise the process to facilitate shelter development.

Implementation:

- Neighborhood and Economic Development Division staff and Planning staff will review the impact of Hayward's zoning and development process for homeless shelters to identify any impediments to shelter development.

- When an application for a homeless shelter is received by Planning, the Neighborhood and Economic Development staff will participate in the review of that project to ensure that the project developer is proposing a sound program, has met with community residents to obtain support, and understands the planning and building process.

- If the requirements are creating impediments to shelter development, staff will propose changes to the Zoning Ordinance.

Financing: Affordable Housing Fund

Time Frame: Annually

Strategy 5.3 Promote the development of permanent affordable housing units for those defined as special needs households.

Program 5.3.1: The City will enforce State and Federal Laws including the Uniform Building and Housing Codes.

Implementation and Time Frame:
- As projects are developed, Building Division Plan Check staff review plans to ensure that Title 24 requirements are met.
- On a continuous basis, Rental Housing Inspectors inspect rental units for code violations and require repairs as needed.

Financing: None Required

Program 5.3.2: Assist persons with disabilities to locate suitable units.

Implementation:
- On an annual basis, the City funds CRIL's housing counseling staff. This staff assists people with disabilities to locate suitable units. CRIL is well-known throughout the area and advertises its services to people with disabilities.
- The City also funds Eden I&R's CHAIN Line which provides information to tenants and case managers about low rent apartments that may be available and lobbies landlords to accept tenants with disabilities.

Financing: CDBG Funds

Time Frame: Continuing effort

Program 5.3.3: Encourage developers to build three bedroom units in multifamily rental projects and four and five bedrooms in single family residential projects.

Implementation:
- Demand in the housing market is requiring developers of single family homes to build four and five bedroom homes in order to be competitive.
- Developers of affordable rental projects that obtain assistance from the City will be required to build developments where at least 40% of the units are three bedrooms. It is the experience of local nonprofit housing developers that there is great demand for smaller units and little demand for four bedroom units (for families of seven or more); the four bedroom units also reduce the number of units on the site.

Financing: No additional financing required.

Time Frame: Whenever affordable developments are planned.

Program 5.3.4: Continue to fund residential accessibility repairs and improvements for tenants and homeowners with disabilities.

Implementation:

- Neighborhood and Economic Development staff continue to operate residential rehabilitation programs on an annual basis.
- City staff coordinate with CRIL regarding this program; CRIL conducts outreach activities in support of the program and refers people with disabilities to the accessibility program.
- At least five properties will receive accessibility repairs annually.

Financing: CDBG Funds

Time Frame: Continuing effort

6. PROMOTE FAIR HOUSING

POLICY 6.0: PROMOTE EQUAL ACCESS TO HOUSING BY EDUCATING CITY RESIDENTS ABOUT FAIR HOUSING AND LENDING LAWS.

Strategy 6.1. Promote the dissemination of information to alert homeowners about predatory lending practices.

Program 6.1.1 Encourage non-profit organizations that provide fair housing services and senior citizen programs to disseminate information about predatory lending practices.

Implementation:

- The City's Homeownership Coordinator discusses predatory lending practices with participants in First Time Homebuyer Workshops.
- The City's Homeownership Coordinator works with realtors and lenders in the Hayward Lender's Roundtable to ensure that none of the participants engage in predatory lending activities. In order to participate in Hayward's First Time Homebuyers' Program, lenders and title companies must commit to charging no more than one point in fees.

Financing: CDBG

Time Frame: Continuing effort

Strategy 6.2. Work with Bay East Association of Realtors and others to ensure that residential real estate agents and brokers adhere to fair housing laws and regulations. Work with tenants, tenant advocates, and rental housing owners and managers to eradicate housing discrimination and to ensure that Hayward's supply of rental housing is decent, safe and sanitary.

Program 6.2.1 To prevent or remedy illegal housing discrimination, the City will continue to fund a fair housing activities.

Implementation:

- The City funds ECHO to provide fair housing services, investigate complaints, identify housing discrimination practices and develop effective techniques to eliminate housing discrimination.
- The City also funds ECHO to conduct an annual fair housing audit of at least 20 rental properties in Hayward.

Financing: CDBG Funds

Time Frame: Continuing effort

Strategy 6.3 Review the Residential Rent Stabilization Ordinance and other City Ordinances to identify changes, as appropriate.

Program 6.3.1. Review City ordinances pertaining to rental housing and recommend changes as appropriate.

Implementation:

- Continue to conduct a rental housing work group with tenant, landlord, nonprofit housing developer representatives, and City staff to make recommendations on ordinance changes.
- In FY 2003, the City Council adopted an updated Residential Rent Stabilization Ordinance.

Financing: None Required

Time Frame: Throughout 2002 various ordinances will be reviewed and changes forwarded to the City Council for adoption.

Strategy 6.4 Promote training for property owners and managers to ensure that they are knowledgeable of the requirements of Federal, State and local real estate, housing discrimination, tenant protection, housing inspection and community preservation laws. Promote training of tenants in the requirements of Federal, State, and local laws so that they are aware of their rights and obligations.

Program 6.4.1: Educate owners, managers and tenants about fair housing.

Implementation: The City will contract with non-profit organizations that provide fair housing services to promote and conduct education programs, produce educational materials in at least four of the languages spoken by Hayward residents and conduct counseling sessions with Hayward residents on fair housing issues.

Financing: CDBG

Time Frame: Continuing effort. CDBG funds are allocated annually

Program 6.4.2: Participate with the Rental Housing Owners Association (RHO) in the implementation of the Multifamily Management Assistance Program (MMAP) for property managers in Hayward.

Implementation: City staff will make presentations and conduct sessions of the MMAP that focus on City activities that affect rental housing. The MMAP improves the knowledge and skills of property managers by teaching them federal, state, and local housing regulations, effective property management skills, tenant screening techniques, and introducing them to the Neighborhood Watch and other programs operated by the City of Hayward.

Financing: None Required

Time Frame: Continuing effort; each time the course is taught.

7. PRESERVE ASSISTED HOUSING

POLICY 7.0 AVOID THE LOSS OF ASSISTED HOUSING UNITS AND THE RESULTING DISPLACEMENT OF LOW INCOME RESIDENTS BY PROVIDING FUNDS TO NON-PROFIT DEVELOPERS TO BE USED FOR THE ACQUISITION OF AT-RISK SUBSIDIZED HOUSING DEVELOPMENTS AT-RISK OF CONVERTING TO MARKET RATE.

Strategy 7.1 Monitor at-risk projects/units.

Program 7.1.1. Identify and maintain an updated inventory of at-risk projects

Implementation: Neighborhood and Economic Development staff will use existing databases (e.g., HUD, State of California Department of Housing and Community Development, California Housing Partnership Corporation, Alameda County), as well as other sources that provide information about the affordability restrictions on subsidized residential developments at-risk of converting to market rate.

Financing: None Required

Time Frame: Annually

Program 7.1.2: Ensure that residential developments with affordability restrictions that have been preserved through government action are well-managed, maintained and operated in accordance with local, state and federal regulations.

Implementation: Neighborhood and Economic Development staff will monitor rent-restricted residential developments that have been acquired by non-profit or for-profit entities to ensure that commitments to tenants have been kept and properties are well managed.

Financing: Affordable Housing (Mortgage Revenue Bond) Fund

Time Frame: Continuing effort; each project will be monitored annually

Strategy 7.2 Whenever feasible, assist non-profit housing developers with the acquisition of rent-restricted residential developments that are at-risk of conversion to market-rate rents.

Program 7.2.1: Encourage the sale or transfer of rent-restricted residential developments to non-profit organizations who will agree to maintain the affordability restrictions for the life of the project.

Implementation:

1. Neighborhood and Economic Development staff will monitor and respond to any Notice of Intent or Plan of Action that may be filed with the U.S. Department of Housing and Urban Development for existing rent-restricted developments and recommend possible action to preserve and extend affordability restrictions; actively participate in the plan of action process;

2. When feasible, finance the acquisition of existing rent-restricted developments through the issuance of mortgage revenue bonds.

Financing: All available Federal, State and local funds and private sector loans and grants

Time Frame: Contingent on the owners of rent-restricted developments choosing to opt out of maintaining affordability requirements at the end of the rent-restriction term. Continuing effort beginning with discussions with owners approximately one year prior to rent restrictions terminating, through the process where owners file Notices of Intent or Plans of Action

Strategy 7.3 Participate in federal, state or county initiatives to address the preservation of rent-restricted developments at-risk of converting to market rate.

Program 7.3.1: Participate in federal, state or local initiatives and programs designed to preserve affordable housing.

Implementation: As initiatives and programs are proposed, Neighborhood and Economic Development staff will assess their feasibility for preserving rent-restricted housing developments at risk of conversion to market rate.

Financing: None Required

Time Frame: Continuing effort as legislation is proposed

Strategy 7.4 Extend the duration of rent-restrictions for existing affordable residential developments.

Program 7.4.1: Encourage owners of existing rent-restricted residential developments to preserve and extend the duration of rent restrictions.

Implementation: As regulatory agreements expire, Neighborhood and Economic Development staff will encourage the owners of existing rent-restricted projects that were financed with Mortgage Revenue Bonds to refinance the bonds through the City's Mortgage Revenue Bond program in order to extend the term of rent restrictions.

Financing: Mortgage Revenue Bonds (MRBs) and other available funds. Note: In addition to MRBs, other subsidies may need to be provided, since most of the existing projects were developed prior to the current affordability requirement to serve very low-income households.

Time Frame: Continuing effort as rent restrictions expire. City staff will meet with owners at least one year prior to the expiration of restrictions.

Strategy 7.5 Work with Alameda County Housing Authority to obtain Section 8 Vouchers for tenants who are displaced from rent-restricted residential developments that are at-risk of converting to market rate.

Policy 7.5.1. Working in conjunction with Alameda County Public Housing Authority, establish procedures to provide Section 8 Vouchers to tenants displaced from projects converting to market rate rents and to residents of projects that are being preserved for long-term affordability.

Implementation: Neighborhood and Economic Development staff will encourage ACPHA staff to make Section 8 Vouchers available to these populations.

Financing: Federal Section 8 Program

Time Frame: Continuing effort; as projects are converted.

Appendix J

Ridgelands Area Policies

RIDGELANDS AREA POLICIES

DESCRIPTION OF RIDGELANDS AREA

The Ridgelands Area includes approximately 13,000 acres generally bounded by I-580, Palomares Road, Niles Canyon Road, Foothill Road, and the 670 foot Residential/Open Space boundary in the Pleasanton General Plan, exclusive of the existing communities of Sunol, Kilkare Canyon, and Castlewood. This area includes all of the East Hills Annex east of Palomares Road.

Background

Hayward has long recognized the Ridgelands Area as a valuable natural resource and a regional asset. More recently, the City has recognized that protection of this resource will require the cooperation of all surrounding jurisdictions. Because of the extraordinary need for interjurisdictional coordination, the City has supported a joint planning effort with the City of Pleasanton and Alameda County. This cooperative venture has produced a consensus on objectives and policies which will ensure preservation of permanent open space, recognize existing development and the possibility of limited future development, and provide for improved access to public parklands.

Land Use

Policy 1: The General Policies Plan Map designation of Open Space-Parks and Recreation includes the approximately 3,200 acres owned by the East Bay Regional Park District that is within the Ridgelands Regional Park.

Policy 2: The General Policies Plan Map designation of Limited Open Space includes the remaining acreage and requires a 100 acre minimum parcel size. The Limited Open Space designation includes cemeteries, agricultural and grazing lands, land which is undevelopable due to slope or other hazards, and lands proposed for park or other permanent open space.

Policy 3: Allow continuation of existing uses and recognize existing legal lots of record and legal building sites in accordance with applicable regulations of the City in effect as of the date of adoption.

Policy 4: Allow for completion in processing of complete applications for subdivisions, building permits, and other improvements submitted as of July 27, 1993, to proceed subject to the existing planning, zoning and development regulations in place as of the adoption of this amendment.

Policy 5: The City shall consider an amendment to existing zoning regulations to require a minimum parcel size of 100 acres and to allow for clustering of single-family homes on parcels of 200 acres and greater within the limited Open Space areas. Each home site shall be limited to a maximum parcel size of 5 acres, at an overall density of one home per 100 acres, and there shall be dedication of an agricultural conservation easement on the remaining acreage of the original parcel.

Policy 6: The City will support establishment of the Ridgelands Protection Boundary corresponding to urban limit lines, where adopted, and otherwise to the boundary between urban residental land use designations (density greater than one unit per gross acre) and hill open space areas as contained in existing general plans of each jurisdiction.

Boundary Adjustments

Policy 7: The majority of the Pleasanton Ridgelands shall remain as unincorporated land under the control of Alameda County. The City of Pleasanton shall take the necessary actions to locate the westerly edge of its Sphere of Influence boundary at the westerly edge of the lots at or adjacent to the top of the Pleasanton and Main Ridge. The City of Hayward shall retain its existing Sphere of Influence (west of Palomares Road). The City of Hayward shall detach the area consisting of those parcels with frontage on Santos Ranch Road or otherwise lying east of the brow of Pleasanton Ridge (see map following page VII-20), and shall annex comparable area from the County.

Policy 8: The City will cooperate with surrounding jurisdictions to define which jurisdiction will provide basic service (police, fire, water, etc.) to existing development within the Ridgelands Area.

Access to Public Park Lands

Policy 9: The City will join with Alameda County and the City of Pleasanton to encourage the East Bay Regional Park District to provide public access to Ridgelands Park from as many points as feasible, including Foothill Road, Palomares Road, and Dublin Canyon Road, in order to maximize public access and to distribute the traffic impacts of staging areas among surrounding jurisdictions.

Policy 10: The City will join with Alameda County and the City of Pleasanton to encourage the East Bay Regional Park District to obtain public access to Ridgelands Park from either the northwest end of Palomares Road (e.g., via Cowing Road) or from Dublin Canyon Road (e.g., in the vicinity of Shaeffer Ranch Road) which allows automobile access from I-580, and to work with property owners to obtain improvement of these access roads serving the park.

Policy 11: The City will join with Alameda County and the City of Pleasanton to provide emergency access from Santos Ranch Road (in Pleasanton), Foothill Road (in Sunol), Kilkare Road (in Sunol), and Palomares Road (via Cook Canyon Road in Hayward and Alameda County).

Policy 12: The City of Hayward shall support efforts to provide pedestrian (hiking trail) access to Ridgelands Park. Wherever feasible, any new development within or adjacent to the Ridgelands Area shall provide access and/or staging area to connect with Ridgelands Park (e.g., the Panganiban, Presley, Moller, and/or Garms projects in the City of Pleasanton).

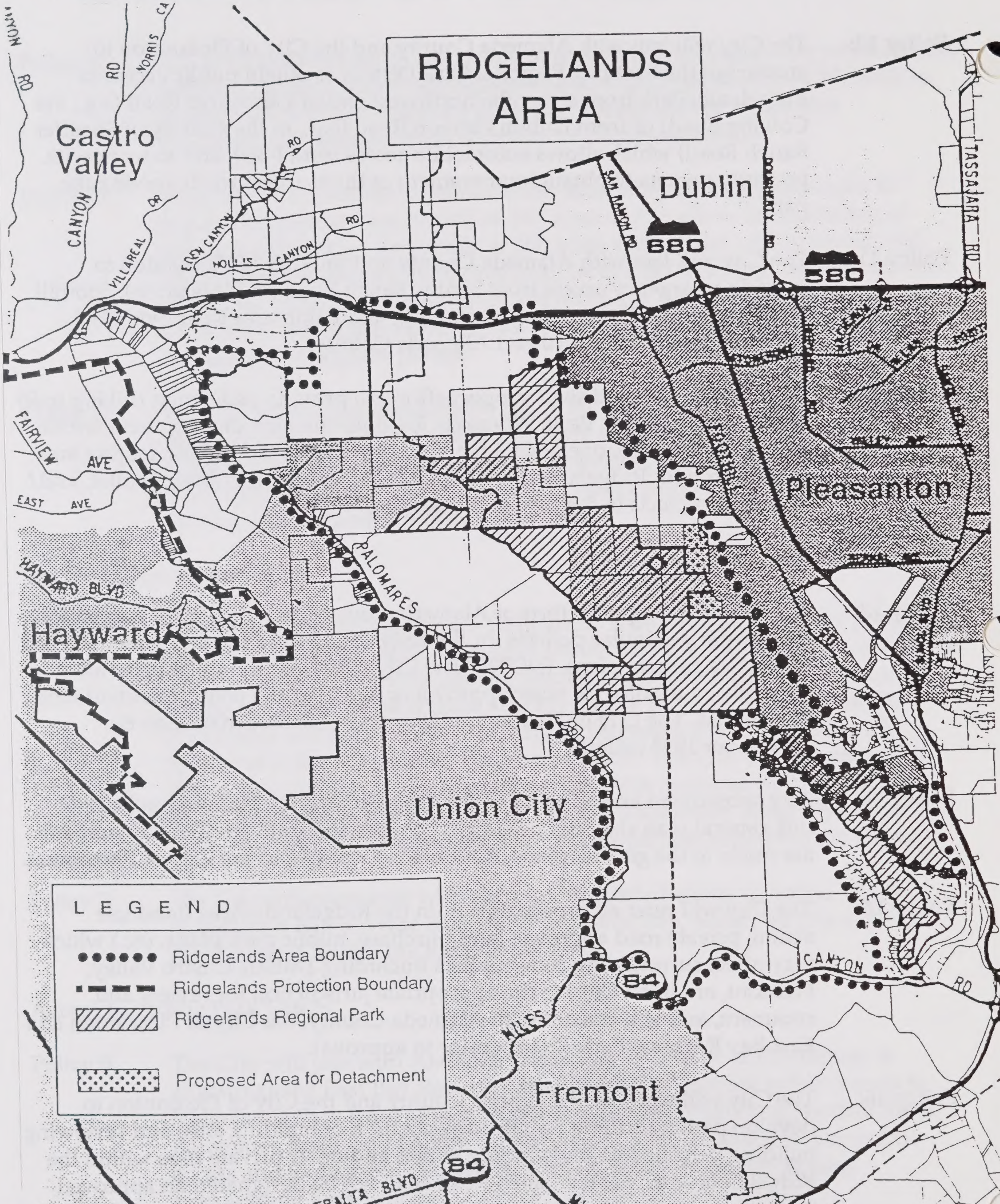
Implementation

Policy 13: The City will support efforts of Alameda County and the City of Pleasanton to incorporate similar policies for the Ridgelands Area as amendments to the respective general plans. (NOTE: The City of Pleasanton must place an initiative on a ballot for voter approval or denial of the plan, consistent with Measure M. The City of Pleasanton intends to place the matter on the November 1993 ballot).

Policy 14: Any subsequent amendments to the Ridgelands Area planning policies of this general plan shall not be effective unless and until parallel amendments are made to the general plans of Alameda County and the City of Pleasanton.

Policy 15: The City will refer all proposals within the Ridgelands Area (land use action, private road approval, land purchase, public park plans, etc.) which may affect surrounding communities (including Dublin, Castro Valley, Fremont, or Union City) to the appropriate jurisdiction for review and comment, and will consult with Alameda County, the City of Pleasanton and East Bay Regional Park District prior to approval.

Policy 16: The City will work with Alameda County and the City of Pleasanton to develop parallel criteria for allowing creation of building sites and reviewing building permits for single-family homes and other private uses within the Ridgelands Area. Santos Ranch Road shall not be designated an approved private road for purposes of establishing new legal building sites. (Refer to Section 10-1.511 of the Zoning Ordinance.)


RIDGELANDS AREA
Castro Valley
Dublin
Pleasanton
Hayward
Union City
Fremont
680
580
84
84
CANYON RD
NORRIS CA
RD
CANYON
VILLAREAL DR
EDEN CANYON
HOLLIS CANYON
RD
SAN RAMON RD
DOUGHERTY RD
TASSAJARA RD
FAIRVIEW AVE
EAST AVE
HAYWARD BLVD
PALOMARES RD
CANYON RD
MILES
PERALTA BLVD
MISSION BL
AVE
LEGEND
●●●●●● Ridgelands Area Boundary
▬ ▬ ▬ Ridgelands Protection Boundary
▨ Ridgelands Regional Park
░ Proposed Area for Detachment

Appendix K

Special Status Species

RIDGELANDS
AREA
Castro
Valley
LEGEND

Appendix K

SPECIAL STATUS SPECIES

Special-Status Plants and Vegetation Communities

There are numerous recorded special-status plants in the City limits, according to the California Natural Diversity Database (CNDDB) search conducted for this report. Furthermore, the recorded sites are only an indication of areas where surveys have been conducted. Additional habitat and species populations may be present along additional portions of the shoreline and in the hills, where urban development has generally been excluded.

The CNDDB search included the Hayward, San Leandro, Redwood Point, and Newark quad maps. Within or immediately adjacent to the City limits, the following vegetation resources were listed:

- Congdon's traplant, a species listed by the California Native Plant Society, which is considered extirpated from this database location due to residential and commercial development since the 1930s onward.
- Hairless popcorn flower, a species listed by the California Native Plant Society, which was recorded around the turn of the century. It utilizes salt marsh habitat, and therefore is presumed to be extant.
- Alkali milk-vetch, a species listed by the California Native Plant Society, which relies on alkali flats and vernal pools. It is presumed extirpated from its early sightings in the early 1900's near Mt. Eden and A Street.
- the Northern Coastal Salt Marsh habitat, next to salt ponds and flood control channels, mapped in 1977 in the Alameda Creek Marsh.

The U.S. Fish and Wildlife Service was also contacted during the preparation of this report. The Service provided a response, including a listing of one threatened plant (Santa Cruz Tarplant), and four other important plant species (Alkali Milk Vetch, Fragrant Fritillary, Diablo Helianthella, and pappose spikeweed (also known as Congdon's Tarplant) that may occur in or be affected by projects in the Hayward Quad. As noted above, these listings are general and may rely on outdated information. Site-specific surveys are required to determine the suitability of habitat and actual presence or absence on an individual project site.

In addition to the descriptions above, the USFWS list includes:

- Santa Cruz tarplant, a federally listed Threatened species and State listed Endangered species that relies on grasslands and vernal pools.
- Fragrant fritillary, listed by the California Native Plant Society, and was recorded by the CNDDB as being to the north of the City along Fairmont Drive in grassland on serpentine soils.

- Diablo Helianthella, listed by the California Native Plant Society and recorded by the CNDDB in valley needlegrass along Fairmont Drive in San Leandro.

Special-Status Wildlife

The City's urban area is composed of common upland habitat (i.e., ruderal vegetation) and urban development that do not provide suitable habitat conditions for special-status animal species. The creeks through the area provide very limited aquatic habitat, due to prior conversion to engineered channels and culverts. As noted above, the undeveloped areas adjacent to the Bay shore and the Hayward hills provide the primary habitat resources for the City.

A search of the California Natural Diversity Database (CNDDB) was conducted as part of the preparation of this report. The database identified records of 15 different wildlife species within or immediately adjacent to the City boundaries on the Hayward, Newark, Redwood Point, and San Leandro quad maps. These include:

- California Red-legged Frog, a federally listed Threatened species that requires aquatic and upland habitat, recorded in the Hayward hills from Fairview to Union City.
- Northern Harrier, a State species of concern, along the Bay shore nesting in salt marsh at the mouth of Alameda Creek.
- Sharp-Shinned Hawk, a State species of concern, along Walpert Ridge in the East Bay Regional Park lands, using habitat of live oak woodland, bay laurel, and grassland.
- White-Tailed Kite, a federally protected migratory bird of concern and fully protected by the Fish and Game Code.
- Golden Eagle, a federally protected migratory bird of concern and fully protected by the Fish and Game Code, and a State species of concern, nests in the Walpert Ridge area in lands of the East Bay Regional Park District.
- California Clapper Rail, a federal and State-listed Endangered species, relies on salt water and brackish marshes in the vicinity of the Bay, associated with abundant growths of pickleweed such as along the mouth of Alameda Creek and at the Hayward Shoreline Interpretive Center. Threatened by non-native red fox and heavy recreational use.
- Western Snowy Plover, a State species of concern, and listed as threatened for the Pacific coast by the federal government. Utilizes salt pond levees, needs sandy, gravelly, or friable soils for nesting.
- California Least Tern, a federal and State-listed Endangered species, the salt ponds provide major post-breeding staging areas.
- Black Skimmer, a California species of concern, nesting in brackish water ponds with raised islands with sparse vegetation.

- Saltmarsh Common Yellowthroat, a State species of concern, with territories along the freshwater marsh and diked wetlands west of Hesperian Blvd.
- Double-Crested Cormorant, a State species of concern, foundin nests along the Hayward-San Mateo bridge.
- Salt-Marsh Wandering Shrew, a State species of concern, utilizing salt marsh along the Bay shore.
- Salt-Marsh Harvest Mouse, a State and federally-listed Endangered species, only in the saline emergent wetlands of the San Francisco Bay and its tributaries, includng the Hayward shoreline.
- Alameda Whipsnake, a State and federally-listed Threatened species, occupying oak grassland in the hills of Hayward.
- Steelhead - Central Coast ESU, a federally-listed Threatened species, in Alameda Creek.

The U.S. Fish and Wildlife Service provided a response to the Notice of Preparation, including a list of wildlife species that could occur in the Hayward Quad area. Two mammals, five birds, one reptile, one amphibian, six fish, and one invertebrate are listed as threatened or endangered and potentially occurring in the Hayward quad. One amphibian and two fish are included as candidate species. Many more are included as species of concern.

Listed species include (threatened species indicated with T, endangered with E):

- riparian (San Joaquin Valley) woodrat (E)
- salt marsh harvest mouse (E)
- western snowy plover (T)
- bald eagle (T)
- California brown pelican (E)
- California clapper rail (E)
- California least tern (E)
- Alameda whipsnake and its critical habitat (T)
- California red-legged frog (T)
- delta smelt (T)
- coho salmon, central California coast (T)
- Central California Coastal steelhead (T)
- winter-run chinook salmon (E)
- Central Valley spring-run chinook salmon and its critical habitat (T)
- Sacramento splittail (T)
- vernal pool fairy shrimp (T).

Appendix L

Geologic and Seismic Hazards Maps

- Fault Hazard Map
- Liquefaction Hazard Map
- Landslide Hazard Map
- Tsunami and Dam Failure Inundation Hazard Map
- Drainage and Flood Hazard Map

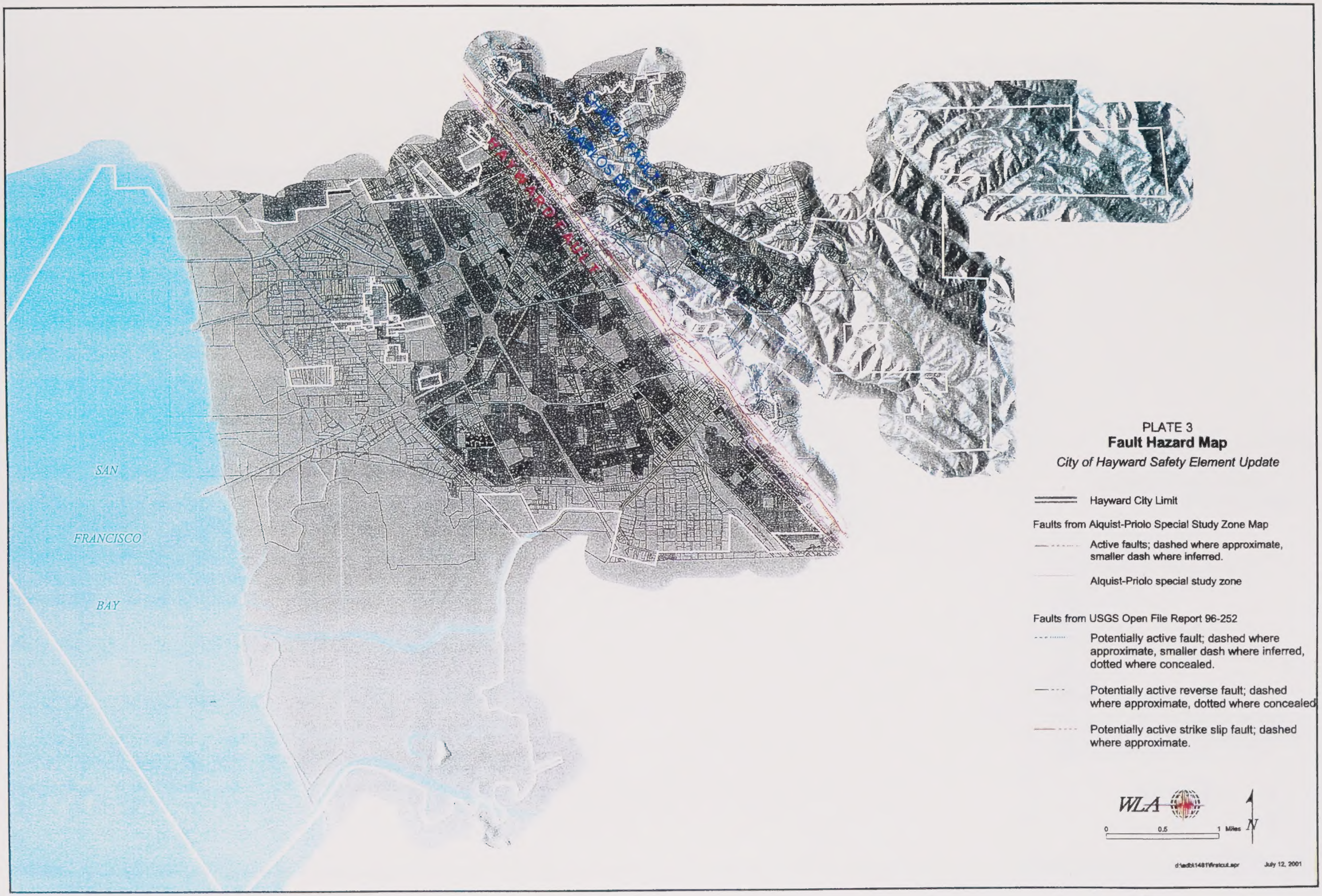

SAN
FRANCISCO
BAY
HAYWARD FAULT
CHABOT FAULT
CARLOS BEE FAULT
WLA
0
0.5
1 Miles
N

PLATE 3

Fault Hazard Map

City of Hayward Safety Element Update

Hayward City Limit

Faults from Alquist-Priolo Special Study Zone Map

Active faults; dashed where approximate, smaller dash where inferred.

Alquist-Priolo special study zone

Faults from USGS Open File Report 96-252

Potentially active fault; dashed where approximate, smaller dash where inferred, dotted where concealed.

Potentially active reverse fault; dashed where approximate, dotted where concealed

Potentially active strike slip fault; dashed where approximate.

d:\edb\1481\firstcut.apr July 12, 2001

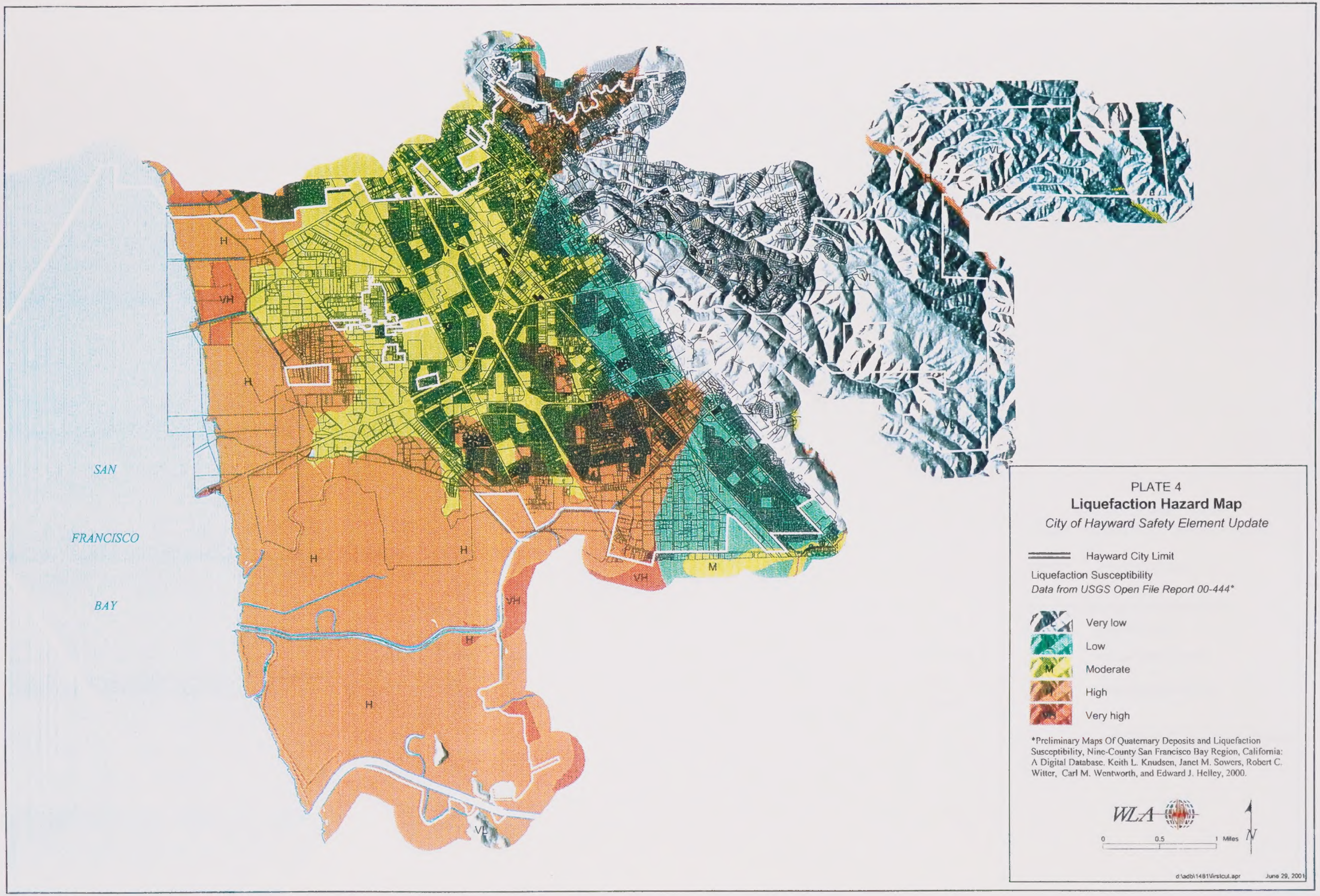

SAN
FRANCISCO
BAY
H
VH
M
L
VL
Hayward City Limit
Liquefaction Susceptibility
Data from USGS Open File Report 00-444*
Very low
Low
Moderate
High
Very high
WLA
0
0.5
1 Miles
N
d:\adb\1481\lirslcul.apr
June 29, 2001

PLATE 4

Liquefaction Hazard Map

City of Hayward Safety Element Update

*Preliminary Maps Of Quaternary Deposits and Liquefaction Susceptibility, Nine-County San Francisco Bay Region, California: A Digital Database. Keith L. Knudsen, Janet M. Sowers, Robert C. Witter, Carl M. Wentworth, and Edward J. Helley, 2000.

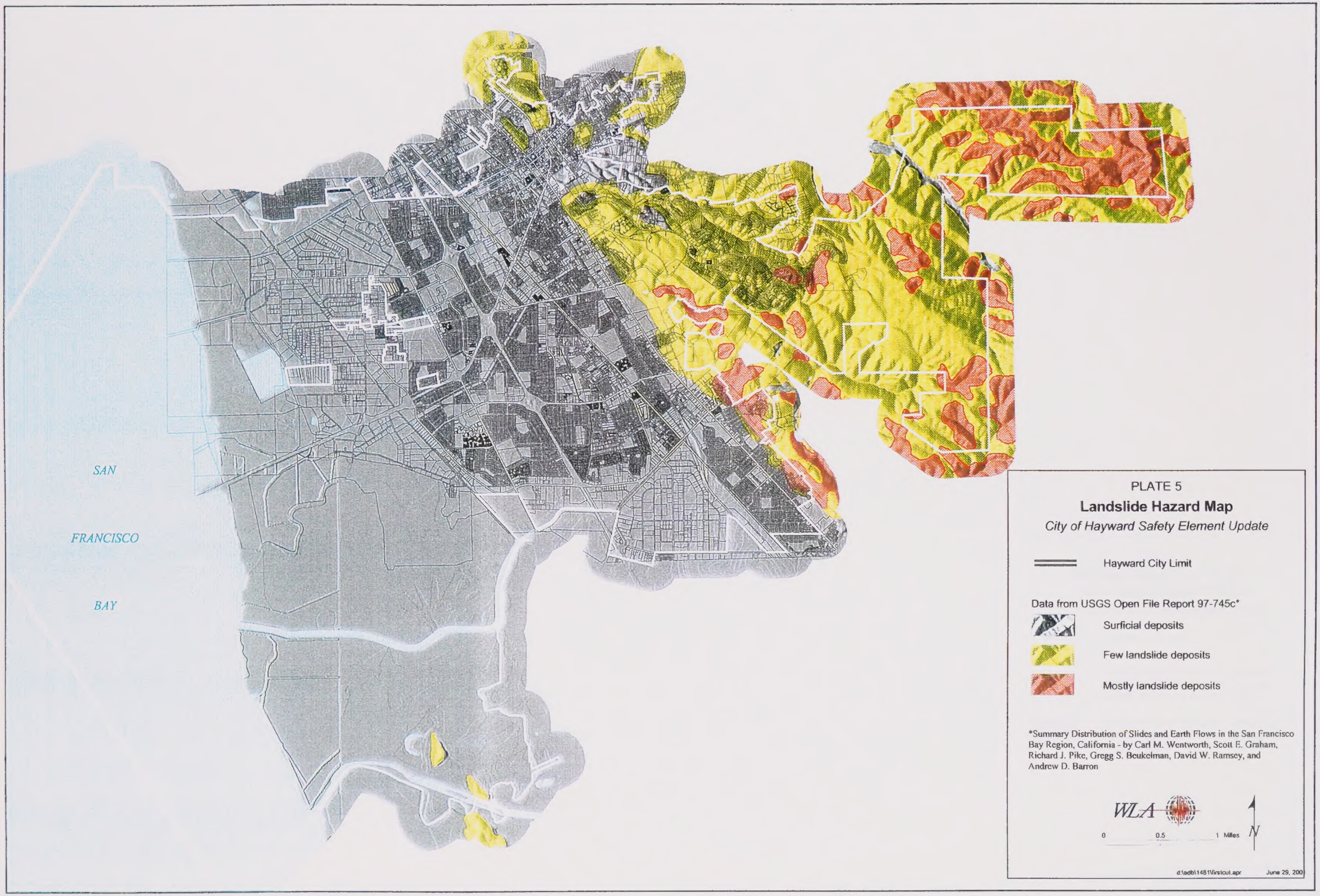


PLATE 5

Landslide Hazard Map

City of Hayward Safety Element Update

═	Hayward City Limit

Data from USGS Open File Report 97-745c*

▨	Surficial deposits
🟨	Few landslide deposits
🟥	Mostly landslide deposits

*Summary Distribution of Slides and Earth Flows in the San Francisco Bay Region, California - by Carl M. Wentworth, Scott E. Graham, Richard J. Pike, Gregg S. Beukelman, David W. Ramsey, and Andrew D. Barron

d:\adb\1481\firstcut.apr June 29, 200

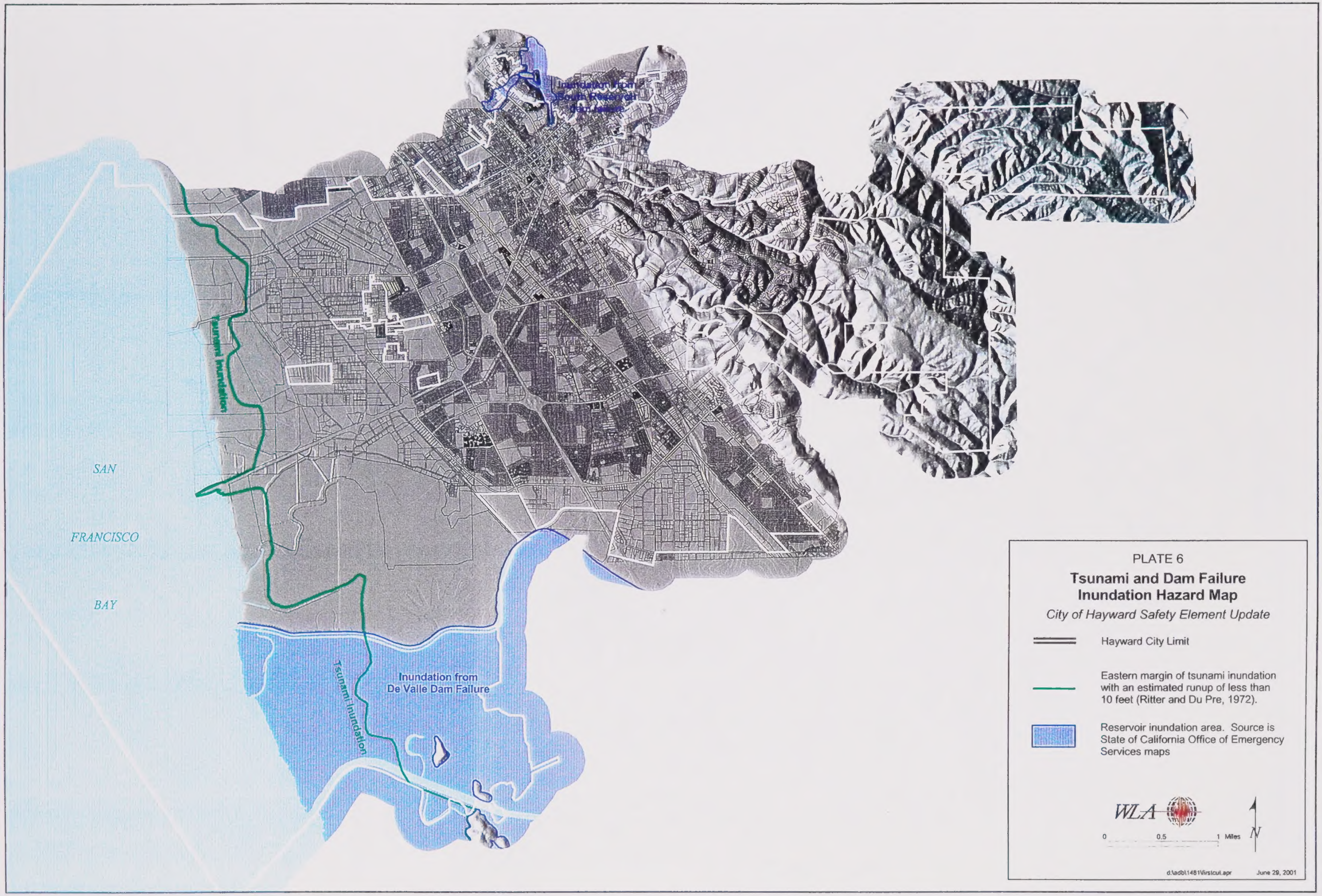


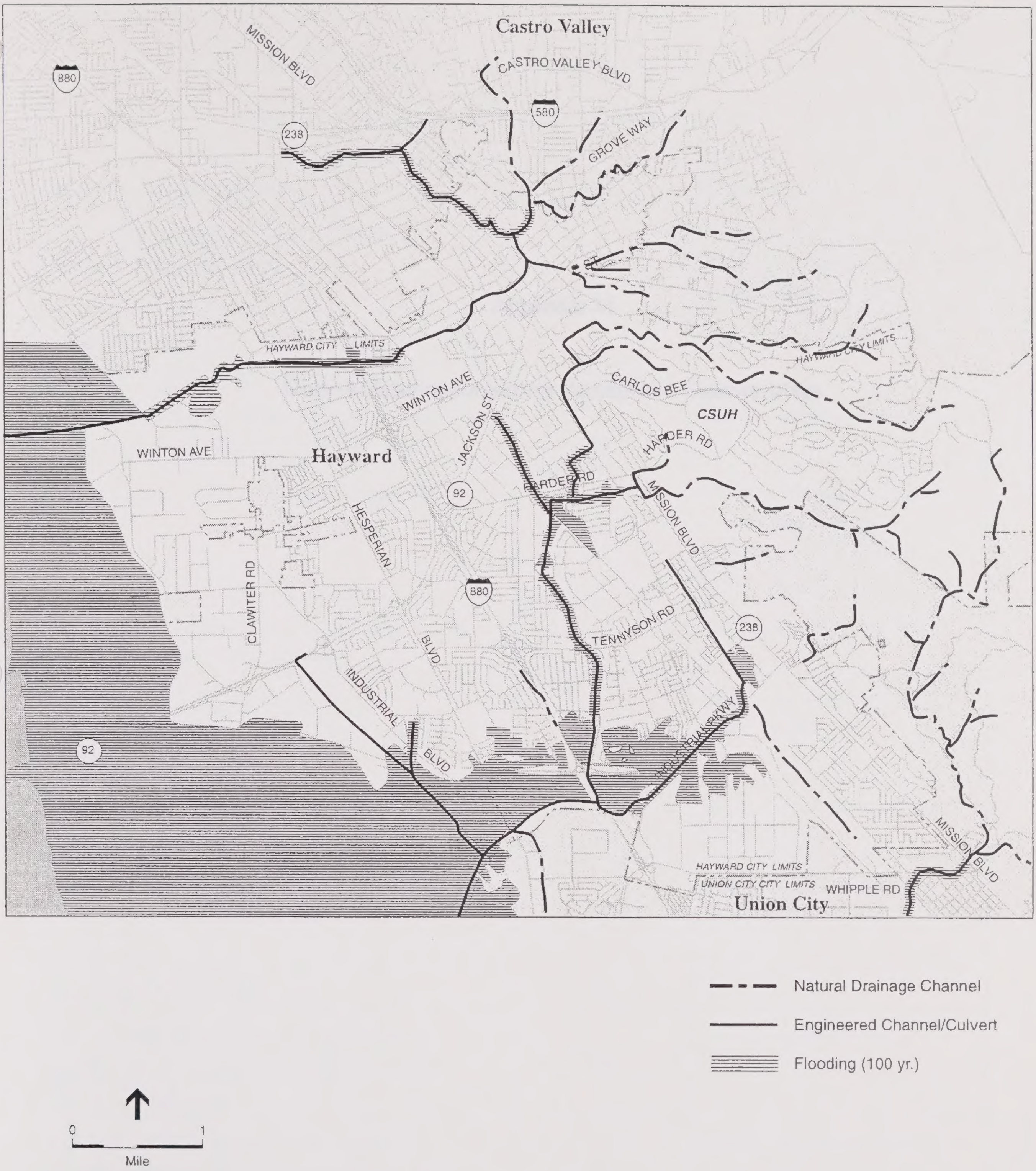
PLATE 6

Tsunami and Dam Failure Inundation Hazard Map

City of Hayward Safety Element Update

Inundation from South Reservoir Dam failure
Tsunami Inundation
SAN
FRANCISCO
BAY
Tsunami Inundation
Inundation from De Valle Dam Failure
Hayward City Limit
Eastern margin of tsunami inundation with an estimated runup of less than 10 feet (Ritter and Du Pre, 1972).
Reservoir inundation area. Source is State of California Office of Emergency Services maps
WLA
0
0.5
1 Miles
N

d:\adb\1481\firstcut.apr June 29, 2001


Castro Valley
MISSION BLVD
880
CASTRO VALLEY BLVD
580
238
GROVE WAY
ST
HAYWARD CITY LIMITS
HAYWARD CITY LIMITS
WINTON AVE
CARLOS BEE
CSUH
JACKSON ST
WINTON AVE
Hayward
HARDER RD
HARDER RD
92
MISSION BLVD
HESPERIAN
880
CLAWITER RD
TENNYSON RD
238
INDUSTRIAL
BLVD
BLVD
INDUSTRIAL PKWY
92
MISSION BLVD
HAYWARD CITY LIMITS
UNION CITY CITY LIMITS
WHIPPLE RD
Union City
Natural Drainage Channel
Engineered Channel/Culvert
Flooding (100 yr.)
0
1
Mile

SOURCE: FEMA, USGS

Drainage and Flooding

Appendix M

Noise Measurement Survey Results and Contour Maps

Table 1: Summary of Long Term Measurements		
Measurement Locations	**Ldn**	**Noise Sources**
LT-1: In Eucalyptus Tree in Hayward Regional Shoreline Park.	**58**	Commercial Jet Aircraft, General Aviation, and Distant Construction.
LT-2: Rear Yard of #27491 Capri Ave. 70 ft. From the Center Line of Industrial Blvd.	**67**	Traffic on Industrial Blvd.
LT-3: Rear Yard of #2532 Cryer Rd. Behind 14 ft. Soundwall Along State Route 92.	**69**	Traffic on State Route 92
LT-4: Corner of Neil Dr. and Wright Dr.	**61**	General Aviation Aircraft Associated with the Hayward Air Terminal, Local Traffic
LT-5: Near Highway 880 in Sequoia Ct. 93 ft. Behind ~16 ft. Soundwall.	**65**	Traffic on Highway 880
LT-6: Gary Dr. at the Mesa Verde Apartments (North Gate) Overlooking Highway 580.	**76**	Traffic on Highway 580, Local Traffic
LT-7: Corner of First Street and D Street; 51 ft. to the Center Line of D Street.	**67**	Traffic on D Street, Other Local Traffic
LT-8: 72 ft. from the Center Line of Winton Ave. Just East of Magna Ave.	**70**	Traffic on Winton Ave.
LT-9: 63 ft. From the Center Line of Carlos Bee Blvd. At Overlook Ave.	**68**	Traffic on Carlos Bee Blvd.
LT-10: 100 ft. From the Center Line of Harder Rd. at Donald Ave. In Front of # 25778 Donald Ave.	**64**	Traffic on Harder Rd.
LT-11: 75 ft. From the Center Line of Mission Blvd at the Corner of Torrano Ave.	**72**	Traffic on Mission Blvd.
LT-12: Between # 26653 and # 26659 Luvena Dr.(BART)	**61**	BART Trains, Local Traffic

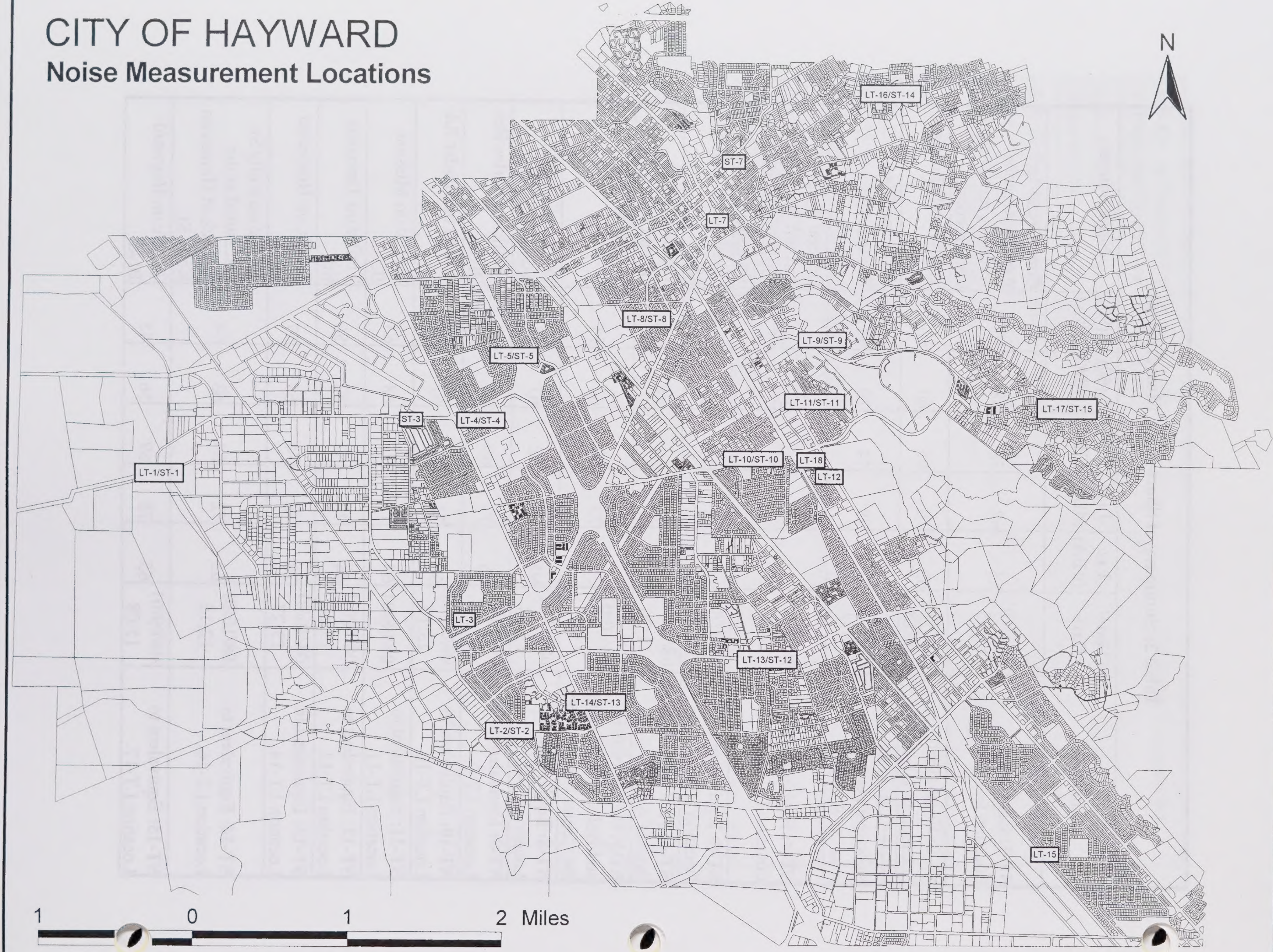
LT-13: In Front of # 27733 Dickens Rd. 84 ft. From the Center Line of Tennyson Rd.	**69**	Traffic on Tennyson Rd.
LT-14: 90 ft. From the Center Line of Hesperian Blvd. at the Corner of Oliver Dr.	**72**	Traffic on Hesperian Blvd.
LT-15: End of Gresel St. Setback With the Rear Yards of Residences Along Carroll Ave.	**70**	Freight Trains, Distant BART
LT-16: Corner of Kelly St. and Wildwood St.	**73**	Traffic on Kelly St. (Measured at edge of Travel Lane, See Spot Measurement Data)
LT-17: 81 ft. From the Center Line of Hayward Blvd. In College Heights Park.	**65**	Traffic on Hayward Blvd.
LT-18: In Haymont Park at the Setback of Rear Yards of Residences Along Luvena Dr. Approx. 45 ft. From the BART Rail.	**76**	BART

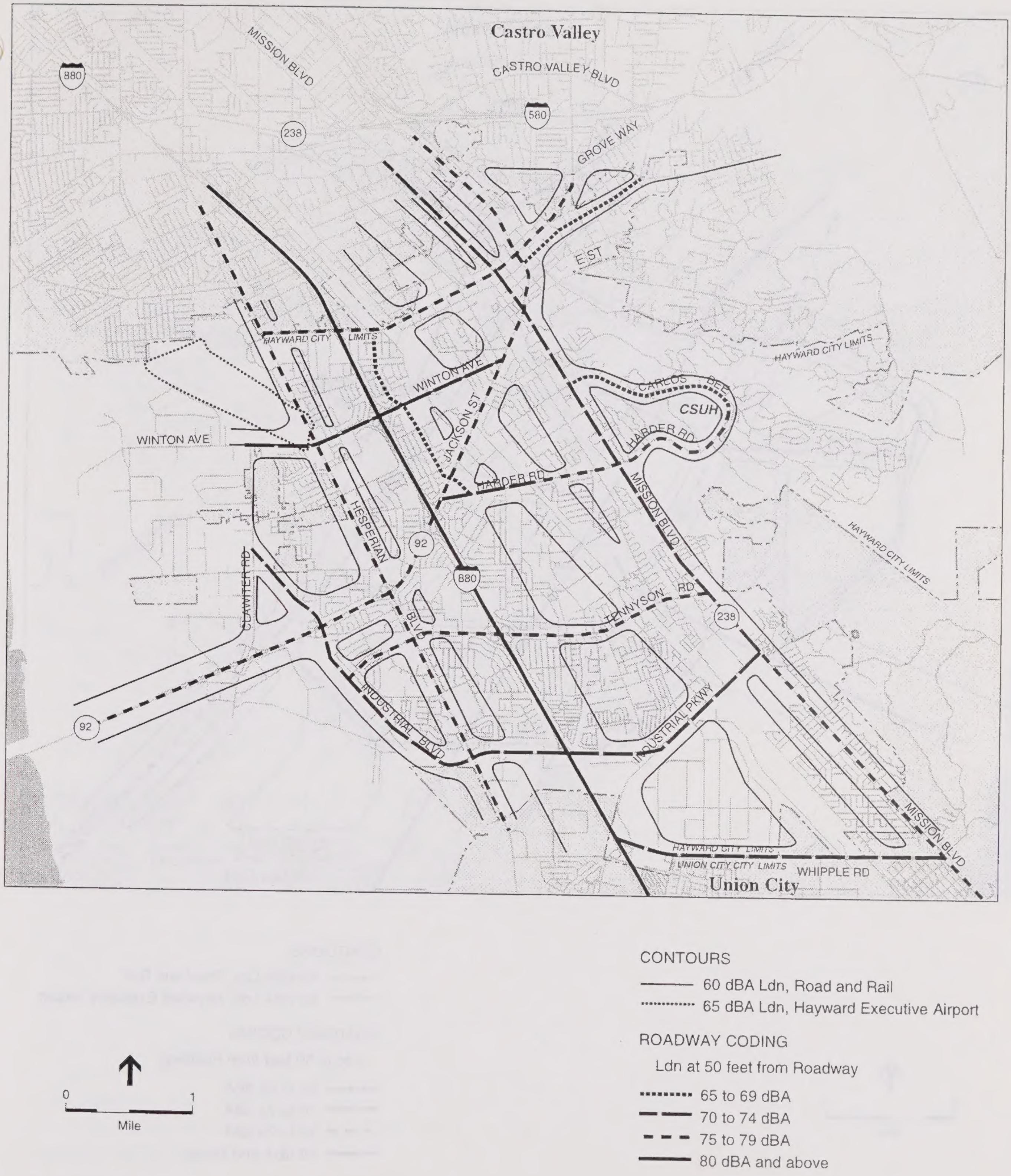
Table 2: Summary of Short-Term Measurements

Location	Time/ Date	Leq (dBA)	L(1) (dBA)	L(10) (dBA)	L(50) (dBA)	L(90) (dBA)	Noise Source
ST-1: Equivalent Location to LT-1	08/07/01 13:35	53	62	58	48	46	Commercial Jet Aircraft, General Aviation, and Distant Construction.
ST-2: Equivalent Location to LT-2	08/09/01 14:18	62	70	65	60	52	Traffic on Industrial Blvd.
ST-3: 81 ft. to the Center Line of West Winton Ave. At # 1200.	08/09/01 13:41	71	78	74	70	64	Traffic on West Winton Ave.
ST-4: Equivalent to Location LT-4.	08/07/01 12:50	60	71	61	55	51	General Aviation Aircraft Associated with the Hayward Air Terminal
ST-5: Equivalent to Location LT-5.	08/07/01 12:50	57	61	59	57	55	Traffic on Highway 880.
ST-6: 75 ft. to the Center Line of A St.	08/10/01 11:20	65	73	67	63	59	Traffic on A St., Distant Idling Truck
ST-7: Corner of A St. and Dole Way, 75 ft. to the Center Line of A St.	08/10/01 11:43	65	73	68	63	53	Traffic on A St.
ST-8: Equivalent to Location LT-8.	08/07/01 15:15	69	78	72	67	58	Traffic on Winton Ave.
ST-9: Equivalent to Location LT-9.	08/08/01 14:30	66	73	69	63	52	Traffic on Carlos Bee Blvd.
ST-10: Equivalent to Location LT-10.	08/08/01 13:10	63	71	67	61	51	Traffic on Harder Rd.
ST-11: Equivalent to Location LT-11.	08/08/01	69	77	71	68	63	Traffic on Mission Blvd.
ST-12: Equivalent to Location LT-13.	08/10/01 13:00	64	72	67	62	56	Traffic on Tennyson Rd.
ST-13: Equivalent to Location LT-14.	08/10/01 13:27	70	78	74	67	57	Traffic on Hesperian Blvd.
ST-14: Equivalent to Location LT-16.	08/10/01 12:15	65	72	69	63	54	Traffic on Kelly St. (Measured at the Setback of Homes on Kelly St.
ST-15: Equivalent to Location LT-17.	08/09/01 15:08	65	78	69	56	45	Traffic on Hayward Blvd.

CITY OF HAYWARD

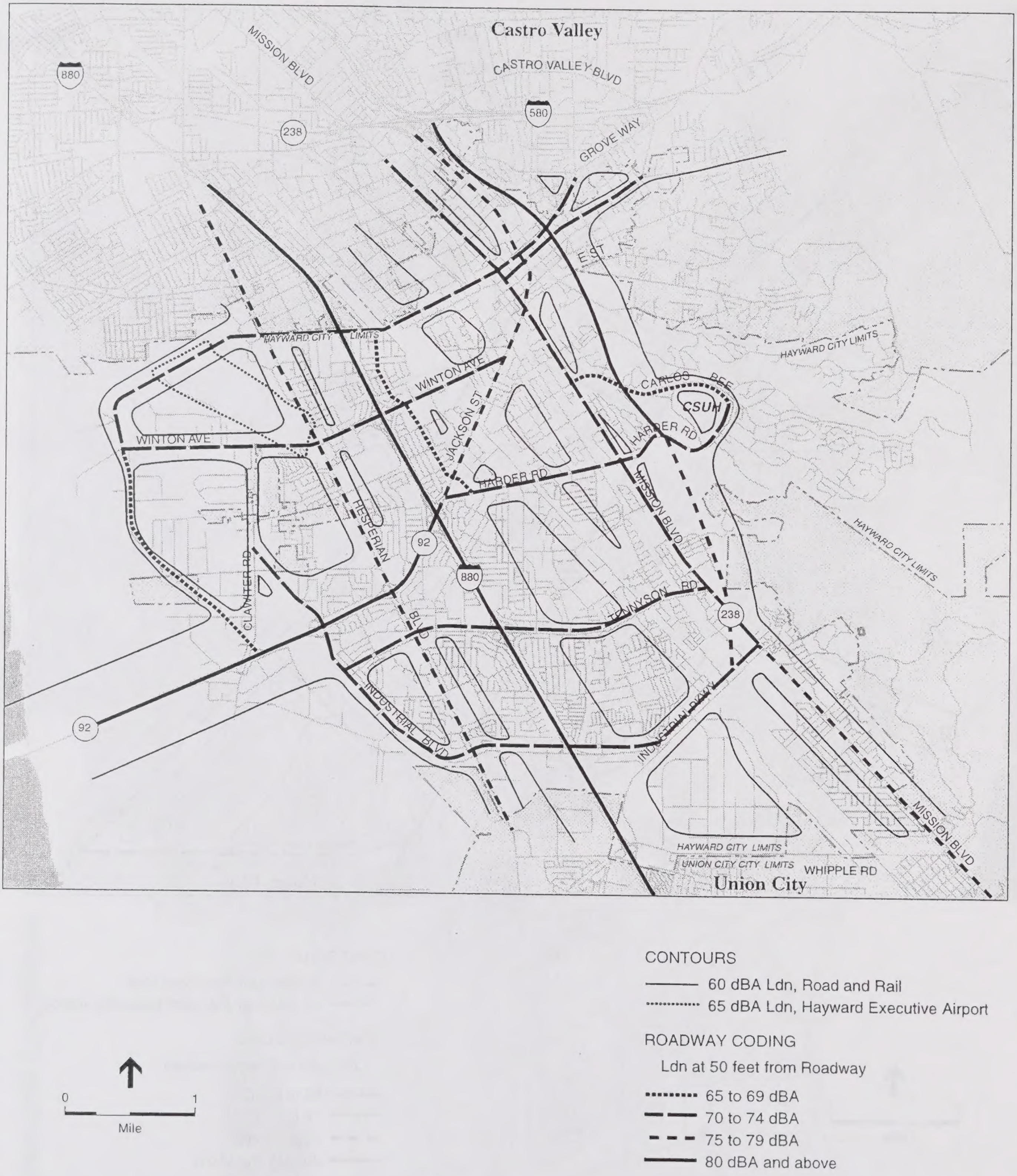
Noise Measurement Locations


N
LT-16/ST-14
ST-7
LT-7
LT-8/ST-8
LT-9/ST-9
LT-5/ST-5
LT-11/ST-11
LT-17/ST-15
ST-3
LT-4/ST-4
LT-10/ST-10
LT-18
LT-12
LT-1/ST-1
LT-3
LT-13/ST-12
LT-14/ST-13
LT-2/ST-2
LT-15
1
0
1
2 Miles


Castro Valley
MISSION BLVD
880
CASTRO VALLEY BLVD
580
238
GROVE WAY
E ST
HAYWARD CITY LIMITS
HAYWARD CITY LIMITS
WINTON AVE
WINTON AVE
CARLOS BEE
CSUH
JACKSON ST
HARDER RD
HARDER RD
MISSION BLVD
HAYWARD CITY LIMITS
HESPERIAN
92
880
CLAWITER RD
BLVD
TENNYSON RD
238
92
INDUSTRIAL BLVD
INDUSTRIAL PKWY
MISSION BLVD
HAYWARD CITY LIMITS
UNION CITY CITY LIMITS
WHIPPLE RD
Union City
CONTOURS
60 dBA Ldn, Road and Rail
65 dBA Ldn, Hayward Executive Airport
ROADWAY CODING
Ldn at 50 feet from Roadway
65 to 69 dBA
70 to 74 dBA
75 to 79 dBA
80 dBA and above
0
1
Mile

SOURCE: Illingworth and Rodkin, Inc.

Existing Noise Contours


Castro Valley
880
MISSION BLVD
CASTRO VALLEY BLVD
580
238
GROVE WAY
E ST
HAYWARD CITY LIMITS
WINTON AVE
WINTON AVE
JACKSON ST
CARLOS BEE
CSUH
HARDER RD
HARDER RD
HAYWARD CITY LIMITS
HAYWARD CITY LIMITS
MISSION BLVD
HESPERIAN BLVD
CLAWITER RD
92
880
TENNYSON RD
238
92
INDUSTRIAL BLVD
INDUSTRIAL PKWY
MISSION BLVD
HAYWARD CITY LIMITS
UNION CITY CITY LIMITS
WHIPPLE RD
Union City
0
1
Mile
CONTOURS
60 dBA Ldn, Road and Rail
65 dBA Ldn, Hayward Executive Airport
ROADWAY CODING
Ldn at 50 feet from Roadway
65 to 69 dBA
70 to 74 dBA
75 to 79 dBA
80 dBA and above

SOURCE: Illingworth and Rodkin, Inc.

Future Noise Contours

Appendix N

Noise Guidelines for Review of New Development

Appendix N

NOISE GUIDELINES FOR THE REVIEW OF NEW DEVELOPMENT

Measurement of Noise

Noise may be defined as unwanted sound. Noise is usually objectionable because it is disturbing or annoying. The objectionable nature of sound could be caused by its pitch or its loudness. Pitch is the height or depth of a tone or sound, depending on the relative rapidity (frequency) of the vibrations by which it is produced. Higher pitched signals sound louder to humans than sounds with a lower pitch. Loudness is intensity of sound waves combined with the reception characteristics of the ear. Intensity may be compared with the height of an ocean wave in that it is a measure of the amplitude of the sound wave.

In addition to the concepts of pitch and loudness, there are several noise measurement scales which are used to describe noise in a particular location. A decibel (dB) is a unit of measurement which indicates the relative amplitude of a sound. The zero on the decibel scale is based on the lowest sound level that the healthy, unimpaired human ear can detect. Sound levels in decibels are calculated on a logarithmic basis. An increase of 10 decibels represents a ten-fold increase in acoustic energy, while 20 decibels is 100 times more intense, 30 decibels is 1,000 times more intense, etc. There is a relationship between the subjective noisiness or loudness of a sound and its intensity. Each 10 decibel increase in sound level is perceived as approximately a doubling of loudness over a fairly wide range of intensities.

There are several methods of characterizing sound. The most common in California is the A-weighted sound level or dBA. This scale gives greater weight to the frequencies of sound to which the human ear is most sensitjve. Because sound levels can vary markedly over a short period of time, a method for describing either the average character of the sound or the statistical behavior of the variations must be utilized. Most commonly, environmental sounds are described in terms of an average level that has the same acoustical energy as the summation of all the time-varying events. This energy-equivalent sound/noise descriptor is called Leq. The most common averaging period is hourly, but Leq can describe any series of noise events of arbitrary duration. The scientific instrument used to measure noise is the sound level meter. Sound level meters can accurately measure environmental noise levels to within about plus or minus 1 dBA. Various computer models are used to predict environmental noise levels from sources, such as roadways and airports. The accuracy of the predicted models depends upon the distance the receptor is from the noise source. Close to the noise source, the models are accurate to within about plus or minus 1 to 2 dBA.

Since the sensitivity to noise increases during the evening and at night --because excessive noise interferes with the ability to sleep --24-hour descriptors have been developed that incorporate artificial noise penalties added to quiet-time noise events. The Community Noise Equivalent Level, CNEL, is a measure of the cumulative noise exposure in a community, with a 5 dB penalty added to evening (7:00 pm -10:00 pm) and a 10 dB addition to nocturnal (10:00 pm - 7:00 am) noise levels. The Day/Night Average Sound Level, Ldn, is essentially the same as CNEL, with the exception that the evening time period is dropped and all occurrences during this three-hour period are grouped into the daytime period.

Effects of Noise

Hearing Loss. While physical damage to the ear from an intense noise impulse is rare, a degradation of auditory acuity can occur even within a community noise environment. Hearing loss occurs mainly due to chronic exposure to excessive noise, but may be due to a single event such as an explosion. Natural hearing loss associated with aging may also be accelerated from chronic exposure to loud noise. The Occupational Safety and Health Administration (OSHA) has a noise exposure standard which is set at the noise threshold where hearing loss may occur from long-term exposures. The maximum allowable level is 90 dBA averaged over eight hours. If the noise is above 90 dBA, the allowable exposure time is correspondingly shorter.

Sleep and Speech Interference. The thresholds for speech interference indoors are about 45 dBA if the noise is steady and above 55 dBA if the noise is fluctuating. Outdoors the thresholds are about 15 dBA higher. Steady noise of sufficient intensity (above 35 dBA) and fluctuating noise levels above about 45 dBA have been shown to affect sleep. Interior residential standards for multi-family dwellings are set by the State of California at 45 dBA Ldn. Typically, the highest steady traffic noise level during the daytime is about equal to the Ldn and nighttime levels are 10 dBA lower. The standard is designed for sleep and speech protection and most jurisdictions apply the same criterion for all residential uses. Typical structural attenuation is 12-17 dBA with open windows. With closed windows in good condition, the noise attenuation factor is around 20 dBA for an older structure and 25 dBA for a newer dwelling. Sleep and speech interference is therefore possible when exterior noise levels are about 57 -62 dBA Ldn with open windows and 65- 70 dBA Ldn if the windows are closed. Levels of 55-60 dBA are common along collector streets and secondary arterials, while 65- 70 dBA is a typical value for a primary/major arterial. Levels of 75-80 dBA are normal noise levels at the first row of development outside a freeway right-of-way. In order to achieve an acceptable interior noise environment, bedrooms facing secondary roadways need to be able to have their windows closed, those facing major roadways and freeways typically need special glass windows.

Annoyance. Attitude surveys are used for measuring the annoyance felt in a community for noises intruding into homes or affecting outdoor activity areas. In these surveys, it was determined that the causes for annoyance include interference with speech, radio and television, house vibrations, and interference with sleep and rest. The Ldn as a measure of noise has been found to provide a valid correlation of noise level and the percentage of people annoyed. People have been asked to judge the annoyance caused by aircraft noise and ground transportation noise. There continues to be disagreement about the relative annoyance of these different sources. When measuring the percentage of the population highly annoyed, the threshold for ground vehicle noise is about 55 dBA Ldn. At an Ldn of about 60 dBA, approximately 2 percent of the population is highly annoyed. When the Ldn increases to 70 dBA, the percentage of the population highly annoyed increases to about 12 percent of the population. There is, therefore, an increase of about 1 percent per dBA between an Ldn of 60- 70 dBA. Between an Ldn of 70-80 dBA, each decibel increase increases by about 2 percent the percentage of the population highly annoyed. People appear to respond more adversely to aircraft noise. When the Ldn is 60 dBA, approximately 10 percent of the population is believed to be highly annoyed. Each decibel increase to 70 dBA adds about 2 percentage points to the number of people highly annoyed. Above 70 dBA, each decibel increase results in about a 3 percent increase in the percentage of the population highly annoyed.

Guidelines for the Review of New Development

A. New development projects shall meet acceptable noise level standards. The "acceptable" noise standards for new land uses as established in Land Use Compatibility for Community Exterior Noise Environments (see Figure 1) shall be used with further consideration of the following:

1. The maximum acceptable exterior noise level in residential areas is an L_{dn} of 55 dB for single-family development and an L_{dn} of 60 dB for multi-family development. These levels shall guide the design and location of future development, and are the goals for the reduction of noise in existing development. These goals will be applied where outdoor use is a major consideration (e.g., backyards in single-family housing developments and recreation areas in multi-family housing projects). The outdoor standard will normally be applied to any area considered to be "useable open space", including decks and balconies associated with apartments and condominiums.

2. Indoor noise level shall not exceed an L_{dn} of 45 dB in new housing units.

3. If the primary noise source is aircraft or a railroad, noise levels in new residential development exposed to an exterior L_{dn} of 60 dB or greater should be limited to a maximum instantaneous noise level in bedrooms at night of 50 dB(A). Maximum instantaneous noise levels in bedrooms during the daytime and in other rooms should not exceed 55 dB(A).

4. If the primary noise source is a commercial or industrial land use, new residential development shall not be allowed where the ambient noise level due to commercial or industrial noise sources will exceed the noise level standards as set forth in Table 1. Each of the noise level standards specified in Table 1, "Noise and Land Use Compatibility Standards for Industrial and Commercial Noise", shall be reduced by 5 dB(A) for simple tone noises, noises consisting primarily of speech or music, or for recurring impulsive noises.

5. Appropriate interior noise levels in commercial, industrial, and office buildings are a function of the use of space and shall be evaluated on a case-by-case basis. Interior noise levels in offices generally should be maintained at 52 L_{eq} (hourly average) or less.

The noise guidelines and contours will be used to determine if additional noise studies are needed for proposed new development. Noise studies shall follow a standard format and guidelines.

B. Protect the noise environment in existing residential areas. The guidelines are not intended to be applied reciprocally. In other words, if an area currently is below the desired noise standards, an increase in noise up to the maximum should not necessarily be allowed. The impact of a proposed project on an existing land use should be evaluated in terms of the potential for adverse community response based on a significant increase in existing noise levels, regardless of the compatibility guidelines. Specific examples of these situations are described below:

1. The project has the potential to generate significant adverse community response due to the increased character of the noise it would generate.

2. Noise created by commercial or industrial sources associated with new project or developments shall be controlled so as not to exceed the noise level standards set forth in Table 1 as measured at any affected residential land use. The allowable noise level shall be adjusted up to the ambient noise level.

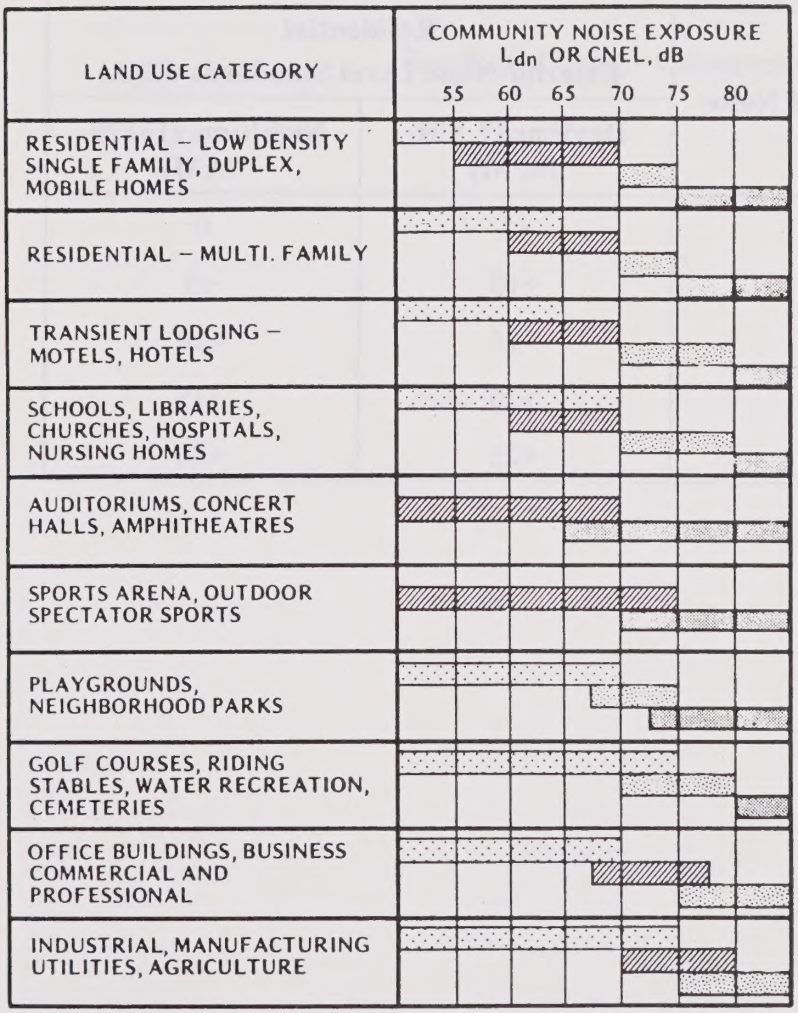
In general, the City will require the evaluation of mitigation measures for projects that would cause the L_{dn} to increase by 3 dB(A) or more at an existing residential area.

C. Locate noise sensitive uses away from noise sources unless mitigation measures are included in development plans. Protect schools, hospitals, libraries, churches, convalescent homes, and other noise sensitive uses from noise levels exceeding those allowed in residential areas.

D. Design city streets to reduce noise levels in adjacent areas. Continue to require soundwalls, earth berms, and other noise reduction techniques (e.g., "open grade" or "rubberized" asphalt) as conditions of development approval.

Figure 1

Land Use Compatibility Standards for Community Noise Environments



INTERPRETATION

NORMALLY ACCEPTABLE

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

CONDITIONALLY ACCEPTABLE

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.

NORMALLY UNACCEPTABLE

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

CLEARLY UNACCEPTABLE

New construction or development should generally not be undertaken.

Table 1

Noise and Land Use Compatibility Standards

Adjustments to Ambient Noise Levels for Periodic Noise Events

Maximum Cumulative Duration of Noise Event in Any One-Hour Period	Residential Exterior Noise Level Standards dB(A)	
	Daytime (7 AM-10PM)	Nighttime (10PM-7AM)
30 Minutes+	+5	0
15 Minutes+	+10	+5
5 Minutes+	+15	+10
1 Minute+	+20	+15
0-1 Minute	+25	+20

Appendix O

Residential Energy Conservation Guidelines

Appendix O

Opportunities for Energy Conservation in Residential Development

The recent energy crisis affecting much of California added another expense to the high cost of housing in the San Francisco Bay Area. A typical home in Hayward contains a number of electric and gas devices and appliances ranging from air conditioners and refrigerators to alarm clocks. While appliances contribute to the amount of energy used in a residential building, other factors also contribute to energy usage including:

- Age of building
- Type of construction
- Location
- Amount and type of landscaping
- Climate
- Type and age of appliances
- Type and amount of insulation
- Heating, ventilation and cooling

The following table presents an estimate of the cost of operating home appliances.

Home Appliance Energy Costs

Appliance	**Cost to Operate**
Hair Dryer	$.01 per 5-minute use
100 Watt Incandescent Light Bulb	$.01 per hour
Color Television	$.01 to $.05 per hour
Stereo System	$.01 to $.03 per hour
Refrigerator	$10 to $22 per month
Microwave Oven	$.01 to $.03 per 10-minute use
Personal Computer	$.01 to $.02 per hour
Dishwasher	$.37 per load
Water Heater	$20 to $70 per month
Clothes Washer	$.03 to $.23 per load
Dryer	$.30 to $.60 per load
Vacuum Cleaner	$.05 to $.09 per hour
Gas Furnace	$16 to $40 per month – small home, <2,000 square feet $114 to $400 per month – large home, >4,000 square feet

Source: Pacific Gas and Electric. Costs are based on the average 1997 residential rates of about 12 cents per kilowatthour of electricity and 63 cents per therm of gas.

Since lower income households have less disposable income, they are impacted even more by increasing energy costs. An increase in utility expenses are similar to a rent increase. According to Alameda County Housing Authority staff, a typical lower-income household can barely afford basic shelter costs. Therefore, utility bills must compete with other non-shelter expenses including, food, clothing, and transportation.

The City of Hayward addresses energy use and conservation at three levels:

1. New construction
2. Rehabilitation of residential buildings
3. Resident conservation

New Construction – City building codes and recycling requirements support energy efficient construction techniques, materials and minimizing the amount of material added to the waste stream. City building codes implement the 2001 Energy Code Title 24 Energy Standard Building Codes/State Energy requirements for new construction and additions. The Energy Efficiency Standards for Residential and Nonresidential Buildings were established in 1978 in response to a state mandate to reduce California's energy demand. Since their establishment, the standards (along with standards for energy efficient appliances) have helped Californians save more than $15.8 billion in electricity and natural gas costs. It is estimated that number will save an additional $43 billion by 2011. The standards are updated periodically to allow consideration and possible incorporation of new energy efficiency technologies and methods. The 1998 Standards, on line now, have an effective date of July 1, 1999.

Rehabilitation – The City conducts several residential rehabilitation programs that include work ranging from minor repairs (installing smoke detectors and water heater restraints) to replacing roofs and whole-house remodeling. These modifications have evolved over the life of the conservation programs and are periodically updated to reflect new building code requirements, construction techniques and new energy efficiency technologies. The following are items that are often included in the scope of work for a typical rehabilitation project conducted through the City's Housing Conservation programs:

- Furnish and install a new gas fired energy efficient furnace.
- Furnish all labor and materials to install a 3" foam insulated roof system.
- Furnish and install new weather stripping on front/side door.
- Replace existing exterior light fixtures with fluorescent fixtures.
- Furnish and install new standard energy efficient gallon water heater.
- Re-glaze/Repair/Replace damaged/deteriorated windows.
- Furnish and install/Replace defecting energy efficient dishwasher.
- Replace/Install new electric/gas energy efficient range.
- Replace/Install new electric/gas energy efficient cook top.
- Replace/Install new electric/gas energy efficient built in oven.

- Replace/Install new energy efficient range hood.
- Install ceiling/wall energy efficient exhaust fan with new fan equivalent in capacity to existing and vented to the exterior.
- Furnish and install a new toilet to meet water conservation requirements of 1.6 gallons per flush.
- Furnish and install a new single/dual control shower mixer valve, arm and low flow shower head with maximum 31/2 gallons per minute discharge.
- Furnish and install R-13, batt insulation in the walls and R-30 batt insulation in the ceiling.

Housing Conservation Program staff estimate that improvements such as those listed above may result in savings to residents by reducing the demand for gas and electricity.

Resident Conservation: The City of Hayward advocates the following strategies for reducing energy costs at home:

- Cool naturally. Take advantage of breezy days and nights by opening doors and windows and turning off your cooling system. Portable or ceiling fans can help you stay cool for a fraction of the cost of air conditioning.
- Give appliances a break during hot afternoons and evenings. Many appliances create added heat and moisture, making your air conditioner work harder. Unplug electronic devices when not in use.
- Take showers instead of baths, and shorten shower time. Baths call for 4.5 times as much hot water as showers. Cutting a shower in half will reduce water-heating costs by 33%.
- Don't preheat the oven. If you have a microwave, use it instead if a conventional stove for reheating and cooking small quantities of food. This will save 50% of the cooking energy needs.
- Don't over light. While more light is typically needed in reading and work areas, lighting levels can be comfortably reduced in other areas. Switch to lower wattages whenever possible. Remember to turn off lights whenever they are not needed.
- Wash only full loads in a dishwasher on the shortest cycle. That cycle is enough clean dishes; then open the door and let the dishes dry naturally.
- Operate all computer components on a single power strip, and switch off when not in use.
- Replace items such as refrigerator, clothes washer, and dishwasher with an ENERGY STAR-labeled model to save energy.
- Set the thermostat to 78 degrees F or more during the summer to save 10-20% of cooling costs.
- Consider a solar water heating system for swimming pools. Switch pool filter and sweeper operations to off-peak hours, and consider replacing pool pumps and motors with updated, more efficient equipment.

U.C. BERKELEY LIBRARIES
C101729138